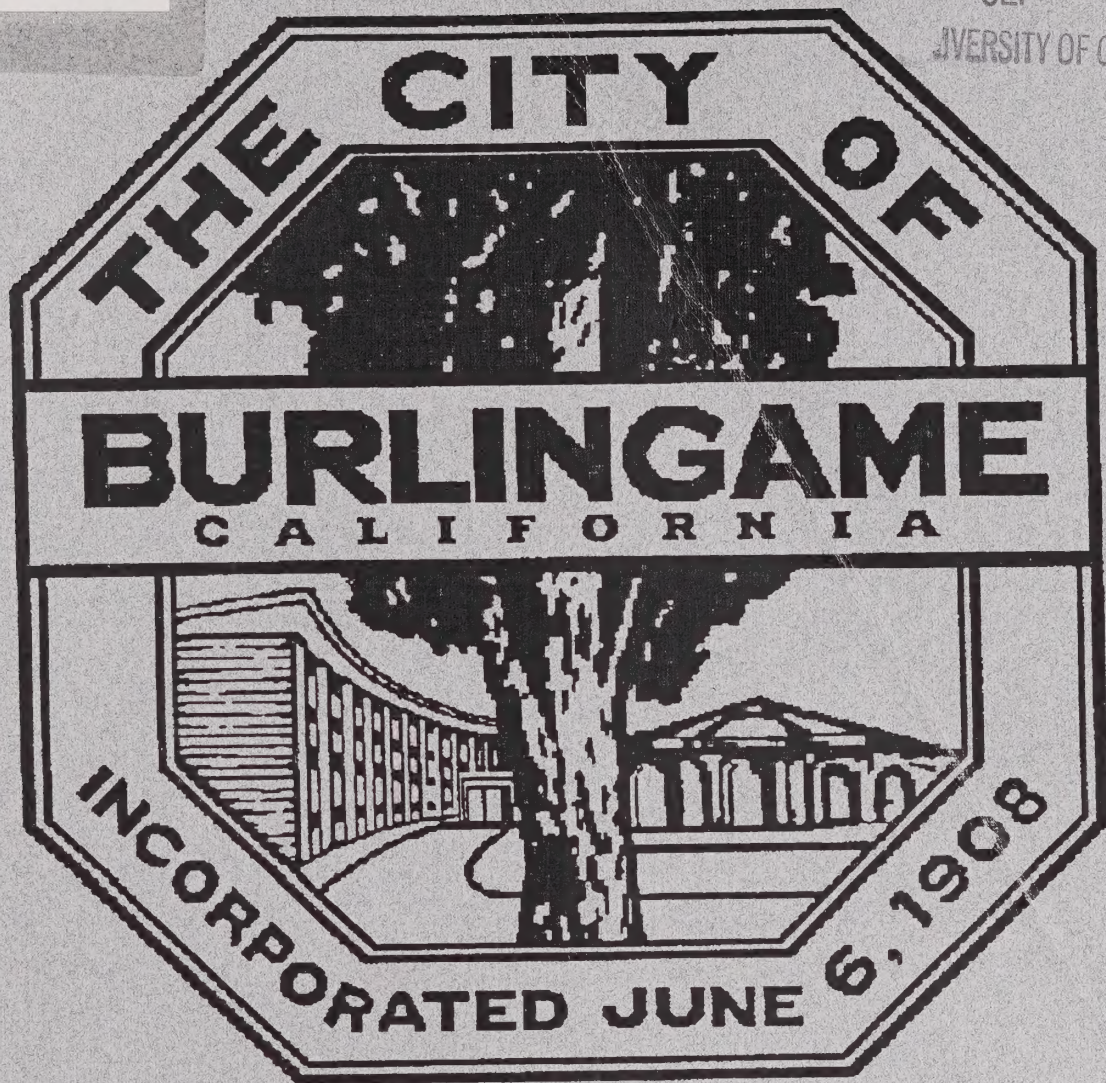


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GENERAL PLAN

PREFACE

This document, consisting of Parts I, II and III, comprises the General Plan of the City of Burlingame. Part I is text setting forth goals, objectives and policies applying generally throughout the City, together with a description of the proposed general organization of land uses and circulation facilities. Part II presents the following elements of the plan:

1. Land Use Element
2. Circulation Element
3. Waterfront Element
4. Housing Element
5. Open Space Element
6. Conservation Element
7. Seismic Safety Element
8. Safety Element
9. Scenic Roads and Highways Element
10. Noise Element

Part II of the plan treats basic elements of community development under separate headings. Each element includes descriptions of plan proposals together with principles, standards and criteria related to the particular element. If, in the future, City-wide plans are prepared for other functional aspects of the City, such elements would be added to Part II of the Plan. The descriptive sections of this text provide an amplification of the information portrayed on Part III of this Plan, the City-wide Plan Diagram. Parts II and III are highly interdependent and each in essence constitutes an amplification of information included in the other.

Part IV is reserved for general plans for sub-areas since in addition to the City-wide General Plan there is sometimes a need for a general plan for a sub-area within the City. Such plans are policy oriented but more detailed and somewhat more specific than the City-wide General Plan. Sub-area plans should be prepared for the waterfront area and for the Burlingame Avenue and Broadway shopping districts.

The General Plan in its present form focuses primarily on physical development. It is a City-wide plan for future development looking 15-20 years ahead. It is general, including primarily goals and policies rather than presenting specific detailed proposals. The emphasis is on relationships between the functional parts of the City rather than on specific location or exact extent of facilities or uses. The General Plan is an expression of intent and by itself is not an effective instrument for accomplishing City goals and objectives. It provides a framework within which individuals can make decisions, but its primary function is to provide guidance for actions and decisions by the City. Specific actions will be needed including measures to influence actions by other governmental jurisdictions, expenditure of funds for City projects and imposition of controls through such means as zoning and subdivision regulations.



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THE CITY OF BURLINGAME GENERAL PLAN

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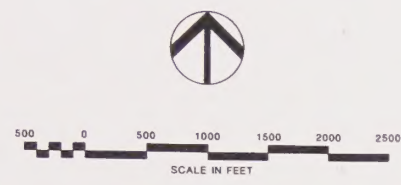
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RESIDENTIAL USES

- LOW DENSITY up to 8 du/ac*
 - MEDIUM DENSITY 9 to 20 du/ac
 - MED. HIGH DENSITY 21 to 50 du/ac
 - HIGH DENSITY 51 plus du/ac
- *dwelling units per acre

COMMERCIAL USES

- SHOPPING & SERVICE
- SERVICE & SPECIAL SALES
- OFFICE USE
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PARKS

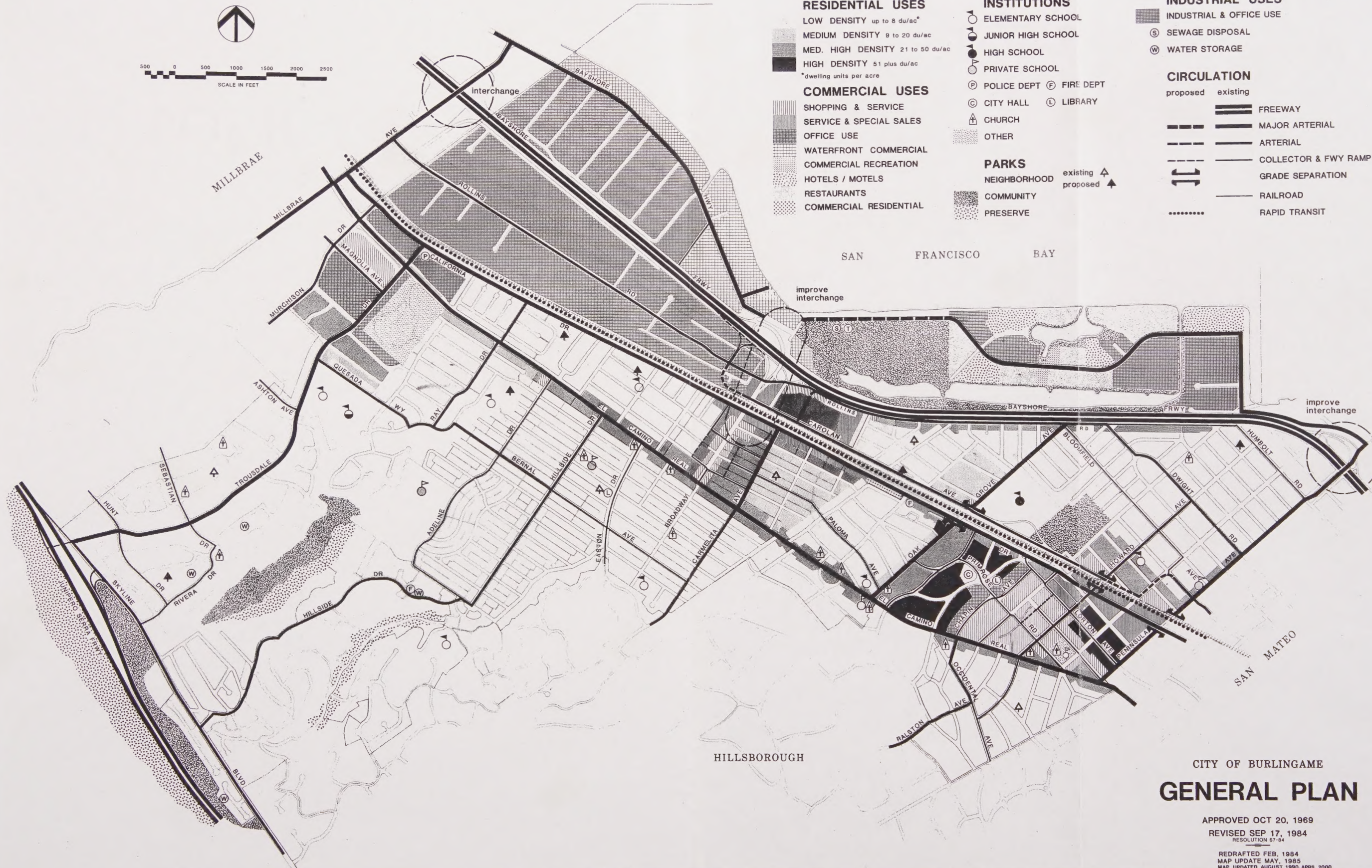
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- existing ↑
proposed ▲

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CIRCULATION

- | proposed | existing | |
|----------|----------|----------------------|
| | | FREEWAY |
| | | MAJOR ARTERIAL |
| | | ARTERIAL |
| | | COLLECTOR & FWY RAMP |
| | | GRADE SEPARATION |
| | | RAILROAD |
| | | RAPID TRANSIT |



CITY OF BURLINGAME
GENERAL PLAN

APPROVED OCT 20, 1969
REVISED SEP 17, 1984
RESOLUTION 67-84
REDRAFTED FEB, 1984
MAP UPDATE MAY, 1985
MAP UPDATED AUGUST 1990, APRIL 2000

I. POLICY PLAN

COMMUNITY GOALS AND POLICY PLAN

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COMMUNITY GOALS

Goals for Burlingame will be meaningful only if they relate realistically to the powers and resources of the citizens and the City government. Community goals must also relate to the larger forces at work at national, state and regional levels that are giving shape to our economy and institutions and affecting the quality of our environment. And, most specifically, goals for Burlingame must be related to the forces at work in the San Francisco Bay Area. Since Burlingame has little or no control over the many external forces that will influence its future, it is necessary to identify some of the more significant general conditions that appear likely to prevail in the future. If actual conditions prove to be different than those assumed, it will be necessary for the City to re-evaluate its goals and objectives.

ASSUMPTIONS

1. California and the Bay Area will continue to experience an increase in total population and a changing composition of population, with increasing percentages of senior citizens and non-whites, a decreasing percentage of young people, smaller households, and increasing levels of educational attainment.
2. In the Nation, State, and Bay Area there will be a continuing increase in the production of goods and services and in the average productivity per worker, resulting in a continuing rise of real income and a broader distribution thereof among the population.
3. There will be continued decline in the number of hours per average work week and in the average annual hours of labor per worker, resulting in increased leisure and thus more time for recreational activities for many people.
4. The residents of California and the Bay Area will demand greater convenience and amenity from their residential, working, and recreational areas.

NATIONAL GOALS

These words from the Report of the President's Commission on National Goals provide a basic context within which community goals can be developed.

The paramount goal of the United States was set long ago. It is to guard the rights of the individual, to ensure his development and to enlarge his opportunity . . . Our enduring aim is to build a nation and help build a world in which every human shall be free to develop his capacities to the fullest.¹

¹The Report of the President's Commission on National Goals, Goals for Americans, 1960.

GENERAL GOALS

The goals included below are very general in nature. They are intended to reflect basic aims of the majority of citizens. Most people have a general goal of "the good life" or "the better life". These terms, of course, mean different things to different people, and even in a community the size of Burlingame there is a diversity of individual goals requiring a variety of opportunities, facilities, and services. Providing for the differing needs and aspirations of the people of the City will require compromise and allocation of resources.

1. Economic expansion and a higher level of real income.
2. Educational, cultural, and aesthetic advancement.
3. Betterment of social, institutional, and governmental relationships.
4. Improvement of the physical environment, facilities, and services for living.
5. Maximum freedom of choice for individuals consistent with the attainment of other goals.

COMMUNITY DEVELOPMENT GOALS

The following statements reflect our current understanding of the goals of the people of Burlingame for their City:

1. Assure that Burlingame will continue to be a "well-rounded" City with residences, schools, business, industry, and space and facilities for social, recreational and cultural activities.
2. Maintain and enhance the identity of the City and encourage a maximum sense of identification by residents with the City.
3. Maintain and strengthen local sources of revenue to enable the City to continue to provide services and facilities at present or improved levels without increasing local tax rates.
4. Maintain and improve the quality of the environment to preserve the public health and enhance the prospects for enjoyment by residents and visitors.
5. Enhance the local economy and the prospects for economic well being for all residents.

These are very general goals and, if they are to be effective as policy guides, more specific objectives must stem from them. The more specific objectives should then lead to action programs to be undertaken by the City and by residents, land owners, business establishments, and organizations representing various interest groups in the City.

Under subsequent headings implementing objectives are linked to each general goal. These statements of community development goals and implementing objectives focus on physical development - land use, public facilities and services, and circulation.

GOALS AND IMPLEMENTING OBJECTIVES

I. Goal: To assure that Burlingame will continue to be a **"well-rounded"** city with residences, schools, business, industry, and space and facilities for social, recreational and cultural activities.

Implementing Objectives

- a. Maintain or increase the **variety in uses** of land in the City.
- b. Maintain a variety of sites differing in size and location suitable for a wide range of activities.
- c. Encourage **assembly of small lots** in suitable locations to provide larger sites for apartments, office buildings, and commercial enterprises.
- d. Encourage the **establishment of businesses, professional offices and institutions** to serve residents.
- e. Keep **codes and standards free of arbitrary or obsolete provisions** that would tend to inhibit construction of sound buildings in suitable locations to house a variety of uses.
- f. Provide for and accommodate **a range of types of transportation facilities**, public and private, to meet the diverse needs of the various segments of the population and business enterprises.
- g. Provide **a wide range of public facilities and services** (parks, cultural facilities, utilities, schools, etc.) to serve residents and business enterprises.

II. Goal: To maintain and **enhance the identity of the City** and encourage a maximum sense of identification by residents with the City.

Implementing Objectives

- a. Maintain and enhance **rational relationships among functional parts of the City** (residential areas, business districts, industrial areas, public areas, transportation, etc.).
- b. Provide **improved connections** (vehicular and pedestrian) for portions of City now isolated by barriers, e.g., railroads, freeways.

- c. Establish a **pattern of dominance and subordination** in important visual features; create harmony with diversity.
- d. Create distinctive visual qualities - a **Burlingame image** (analyze existing visual qualities and build on the best of these).
- e. Develop **identifying features** at entrances to the community and at focal points; encourage construction of buildings adequate in scale and height to provide identifying elements.
- f. Use **trees** of appropriate size and character as a design framework to enhance a sense of identity.
- g. Use "street furniture" distinctive in design and color.

III. Goal: To **maintain and strengthen local sources of revenue** to enable the City to continue to provide services and facilities at present or improved levels without increasing local tax rates.

Implementing Objectives

- a. **Maintain reasonable balance between** those **land uses** providing high tax revenue and low service costs, and those uses with high service costs and low revenue yield.
- b. **Require quality and permanence** in site improvements and land development projects to minimize depreciation.
- c. **Require forward-looking design** to minimize obsolescence.
- d. **Encourage sound construction** and good maintenance for all buildings.
- e. Enhance land values and economic opportunity **by providing efficient connections between functional parts of the City and good access to land** to permit development of uses appropriate in type and intensity without undue congestion.

IV. Goal: To **maintain and improve the quality of the environment** to preserve the public health and enhance the prospects for enjoyment by residents and visitors.

Implementing Objectives

- a. Insure levels of **air quality** compatible with the preservation of public health, including prevention of irritation to the senses, interference with visibility, and damage to vegetation.

- b. Maintain and improve the **quality of water** in San Francisco Bay and in the streams flowing through the City.
- c. **Maintain the pleasant appearance** prevailing in most of the City's residential areas and improve the visual quality in areas of less satisfactory appearance.
- d. **Improve the visual quality of commercial and industrial areas** with particular attention to the Central Business District, Broadway, and the industrial areas viewed from major highways.
- e. **Protect** the citizens of the community **against excessive noise**.
- f. **Assure opportunities for privacy** in places of residence, work, and business, and for leisure pursuits.
- g. **Provide or encourage the provision of places of meeting** for social and cultural interchange and the pursuit of group objectives.

V. Goal: To **enhance the local economy** and the prospects for economic well being for all residents.

Implementing Objectives

- a. **Take full advantage of Burlingame's strategic location**, close to the regional center of the San Francisco Bay Area, adjacent to the International Airport, and on the major traffic routes linking San Francisco with other parts of the State.
- b. **Improve** the functional efficiency and safety of **the circulation system**.
- c. **Minimize disruptive effects of vehicular movement** on the community (noise, air pollution, vibration, glare, congestion).
- d. **Improve** the functional efficiency, character and quality of **the Central and other business districts**.
- e. **Provide an effective transition between retail commercial and residential** uses to strengthen the residential character of the city.

VI. Goal: To encourage mixed commercial uses to provide a transition between districts fully commercial or residential and to provide housing opportunities for those dependent on transit and desiring a pedestrian-oriented living environment.

POLICIES AND ACTIONS

LAND USE ELEMENT

The following land use policies and action statements are summarized from the Land Use Element adopted by Resolution 87-69, October 20, 1969. The summary of land use policies and actions as stated here have not been adopted by the city council and should be used for reference only. For a full statement of the Land Use Policies see the Land Use Element, page L-1 and following.

POLICIES AND ACTION:

Policy L(A): In recognition of its special locational advantages of good access to all forms of transportation and proximity to the major downtown area high density, multi-story residential land use shall be encouraged.

Action

L(1): High density residential uses shall be located in the area northwest of the Burlingame Avenue-Park Road shopping center.

Policy L(B): In many instances to provide a transition between higher intensity uses and adjoining lower intensity uses, medium high density residential uses of two to three story apartment buildings, and in some cases higher buildings, are appropriate as follows:

Action

L(2): As a part of the complex of activities around the Burlingame Plaza area and around the periphery of the Burlingame Avenue-Park Road center there should be medium high density residential uses.

L(3): The frontage along most of El Camino Real.

Policy L(C): Medium density residential areas would be occupied in the main by duplexes and one and two story garden apartment developments.

Policy L(D): For the most part existing low density residential areas occupy the remainder of the city and are well maintained and of good quality.

Action:

L(4): Require that present zoning be maintained to ensure protection for the useful life of the dwellings.

Policy L(E): Provide for institutional uses including civic buildings, public schools, private schools, churches, and other quasi-public and private institutions.

Action:

- L(5): Any new institutional uses serving city-wide or larger areas should be located on arterial streets and preferably adjacent to commercial centers.
- L(6): Institutional uses serving a sub-unit of the City should be located on an arterial or collector street and in a location providing ready access to the area served.
- L(7): The city should establish a new zoning district to apply to all sites on which there are institutional or public uses.
- L(8): The regulations for institutional uses should permit the continuance of existing uses and prohibit changes in use without City authorization, permitting the City to take appropriate action to ensure that potential sites for parks and buildings suitable for public assembly are not lost to public use.

Policy L(F): The City residents are served by three classes of parks and open space: community parks, neighborhood parks and preserves.

Action:

- L(9): Increase and preserve open space by adding lands on the southwest side of Mills Creek to Mills Park or acquire a scenic easement to protect existing vegetation in this canyon.
- L(10): Provide a park strip around the Anza Airport Park industrial subdivision; an easement should be acquired to provide for public walks along the Bay side of the property and provide for a pedestrian crossing of the arterial road proposed along the bayfront between the City's park and the waters of the Bay.
- L(11): New neighborhood parks are recommended in the following general locations: in the Easton drive area between Bernal Avenue and El Camino Real; in the Mills Estate area north of Trousdale Drive between Sebastian Drive and Ashton Avenue; in the area between Carolan Avenue and Bayshore Boulevard north of Oak Grove Avenue; south of Carmelita Avenue near Paloma Avenue; and the Pershing School site; the city should acquire individual lots where they become available in these general areas.
- L(12): Augment the small sites of many of the existing neighborhood parks and elementary schools by acquisition of adjoining lots whenever available; close very short sections of streets to augment sites or to link schools and parks together.

Policy L(G): The City should retain three general categories of commercial uses: Shopping and Service, Service and Special Sales, and Office Use; as well as Waterfront Commercial along the waterfront area.

Action:

- L(13): Burlingame Plaza Area: a center for convenience goods and consumer services to local residents and workers, no change in the pattern of uses presently established:
1. the visual character of the shopping center should be improved; and
 2. the parking area serving the shopping center needs redesign and tree planting to improve functional efficiency and appearance.
- L(14): Broadway Center: outlets provide convenience goods and consumer services for residents in the general vicinity:
1. Better circulation, more parking and better urban design would enhance this center including separation of vehicular and pedestrian circulation and reduction of through-traffic on Broadway.
 2. Consider creating a pedestrian precinct on Broadway in the section between Laguna Avenue and Capuchino Avenue.
 3. Provide off-street parking to the rear of present business outlets fronting on Broadway with access to such lots from new streets.
 4. Develop an urban design plan to provide more detailed guidance for future changes.
- L(15): Burlingame Avenue-Park Road Center: provides outlets for a wide range of consumer goods and services for Burlingame residents and residents of adjoining communities including business service establishments, business and professional offices, civic buildings and some residential uses; and presents a prime opportunity to develop combinations of retail, office and residential uses in clusters of appropriately designed structures.
1. The center area uses should be organized with shopping goods outlets, in the main, located along Burlingame Avenue and Park Road in a pedestrian precinct; convenience goods stores, restaurants, and consume service outlets should not occupy ground level street frontage space in the heart of the center but should be in more peripheral locations.
 2. The frontage of the west side of Chapin Avenue should be limited to office uses;
 3. The Service and Special Sales area indicated along California Drive and Highland Avenue recognizes the existing auto sales and service activities and provides space for expansion of "auto row" businesses or other similar kinds of activity;

4. An area between Highland Avenue and Park Road is designed for medium high density residential development.
5. Areas designed for shopping and service uses along Park and Primrose Roads south of Howard Avenue are appropriate locations for office and institutional uses, in addition to retail and consumer service establishments, and should be given particular attention to enhance appearance and attractiveness of this area to provide an attractive entrance to Burlingame's downtown center.
6. Sites on the periphery would be appropriate for apartments of single persons and families without children particularly those who want the advantages of a location near a center of activity and do not wish to own an automobile.
7. An urban design plan for the entire downtown area should be developed.

L(16): Waterfront Commercial: uses in this area should be limited to activities that either depend on waterfront location or directly benefit from location on the waterfront.

Policy L(H): Industrial Uses are intended to continue in the present pattern with occupancy by wholesale outlets, professional and administrative offices, and light manufacturing plants.

Action:

L(17): Develop programs to address inadequate access and lack of public transportation.

L(18): The East Millsdale area will be increasingly sought as a location for airport-related uses.

Policy L(I): The city provides the following public facilities: wastewater treatment, water distribution system, trash collection and limited trash disposal.

Policy L(J): Commercial -Residential Mixed Use are retail commercial and multiple family residential uses intended to create a transition between established retail commercial and residential zones so that the sense of residential activity is conserved.

Action:

L(19): Retail uses compatible with residential uses can serve to meld the adjacent wholly retail and residential areas.

L(20): Physically unique areas such as the properties with double street frontage on Edgell and California Drives should be included.

Refer to Land Use Element Pages L-1 to L-7

CIRCULATION ELEMENT

The following land use policies and action statements are summarized from the Circulation Element adopted by Resolution 87-69, October 20, 1969. These policies and actions as stated here have not been adopted by the City Council and should be used for reference only. For a full statement of the Circulation Policies see the Circulation Element, page CI-1 and following.

POLICIES AND ACTION:

Policy CI(A): The system of circulation proposed in this plan recognizes Burlingame's situation astride a major transportation corridor on the San Mateo Peninsula.

Action

CI(1): Develop an integrated system of regional rapid transit and local transit to serve Burlingame residents and workers and to provide for the high volume through-movement that will have to be accommodated in this transit corridor in the future.

Policy CI(B): An integrated system of circulation facilities is recommended to link Burlingame to other parts of the Bay Area, permit traffic to move through the City with minimum impact on adjoining areas, and link residential areas with activity centers in the City.

Action

CI(2): Additions and improvements to the interchanges at Millbrae Avenue, Broadway and Peninsula Avenue to provide for full directional movement at each of these interchanges and to accommodate the increasing volumes of traffic that will be generated, particularly from the industrial areas.

CI(3): Propose a system of major arterials for major north-south movements to take care of longer distance local trips and to connect Burlingame with adjacent communities including: El Camino Real, California Drive, and Bayshore Highway and its extension through the Anza Pacific development.

CI(4): The portion of the major arterial abutting the City Park(at the Waterfront) should be located outboard of the present bulkhead to avoid reducing the park area with particular attention to visual quality, provision of pedestrian crossings, and minimizing the impact of industrial traffic on the recreational use of the park and the waterfront.

CI(5): Major east-west traffic should be carried on: Millbrae Avenue (in Millbrae); Trousdale Drive; Carmelita avenue from El Camino Real to California Drive a connection to a grade separation at Broadway and the railroad; Oak Grove Avenue; and Peninsula Avenue.

Policy CI(C): The integrated system would coordinate rapid transit, local public transit, auto parking, and through and local auto traffic.

Action

- CI(6):** Provide an integrated system of Southern Pacific Railroad (primarily for through movement of freight), a rapid transit line adjacent to the Southern Pacific rail line, local transit and four categories of streets and highways to accommodate private passenger automobiles and local transit vehicles.
- CI(7):** The rapid transit line should be completely grade separated, designed to minimize noise and prevent adverse visual impact on the community.
- CI(8):** There should be sufficient grade separated local street crossings to keep the rapid transit line from being a barrier.
- CI(9):** Railroad grade separations are recommended at Broadway, Oak Grove, Howard, and Peninsula Avenues.
- CI(10):** A highway overpass is needed across Bayshore Freeway to connect the Millsdale and East Millsdale industrial areas.
- CI(11):** An overpass to accommodate pedestrians and bicyclists is recommended to connect to the Bayside Park from the vicinity of Winchester Drive.
- CI(12):** It is recommended that a parkway be established along the Bayfront connecting Burlingame's Bayside Park with San Mateo County's Coyote Point Park.

Policy CI(D): Special consideration should be given to the location and character of traffic carriers to ensure their compatibility with adjoining uses and to provide a framework within which each sub-area of the City can develop its own special characteristics and sense of local identity.

Action:

- CI(13):** The station should be included as an integral element of a complex of service and shopping facilities, together with office and high density residential accommodations.
- CI(14):** Advantage should be taken of the 300 foot strip occupied by Carolan Avenue, the Railroad and California Drive to link the Burlingame Avenue-Park Road shopping area with the Broadway shopping center providing an opportunity for exciting visual design and the development of an efficient local transportation system to provide the backbone of a local distribution and feeder transit system.
- CI(15):** Innovative use of existing and new types of vehicles would make possible higher density development around the Burlingame Avenue and Broadway centers.

CI(16): The system of streets around the Broadway shopping center and the Burlingame Avenue shopping center are intended to provide movement around the centers, connect to parking lots, and permit the central portions of these shopping centers to be freed of all or most vehicular traffic and turned over primarily to pedestrians.

Refer to Circulation Element. Pages CI-1 to CI-5

HOUSING ELEMENT

GOALS, POLICIES AND ACTION PROGRAM 2001 - 2006:

Housing Goal A: PRESERVE RESIDENTIAL CHARACTER BY ENCOURAGING MAINTENANCE, IMPROVEMENT AND REHABILITATION OF THE CITY'S NEIGHBORHOODS AND HOUSING STOCK.

Policy H(A-1): Protect the character of existing residential neighborhoods.

Action

H(A-1): In residential neighborhoods continue the maintenance and enhancement of public facilities such as streets, water supply and drainage by allocations from the general fund, gas tax revenue and, where appropriate, conditions of development. *(Continue maintenance programs for public facilities.)*

Policy H(A-2): Continue rehabilitation of structures in poor condition.

Action

H(A-2): Through the City's Code Enforcement Program, establish a program of contacting owners of structures that appear to be overcrowded, declining or in need of repair. Refer property owners to the Rehabilitation Loan Program administered by San Mateo County to assist qualified homeowners in making necessary repairs to structures in need of rehabilitation. *(Rehabilitate 20 housing units.)*

Policy H(A-3): Maintain rental opportunities by discouraging conversion of affordable rental units to condominiums.

Action

H(A-3): Maintain the existing zoning controls which prohibit conversion of residential rental projects with fewer than 21 units to condominiums, and which contain strict regulations prohibiting conversion of less than 21 units to condominiums. *(No conversion of existing rental stock to condominiums.)*

Policy H(A-4): Promote programs that protect the City's lower-valued housing stock.

Action

H(A-4): Amend zoning code to require a conditional use permit for any project where residential units are proposed to be replaced by non-residential use. *(Retain existing rental housing.)*

Policy H(A-5): Pursue federal and State funds for the rehabilitation of lower and moderate income housing.

Action

H(A-5): Continue the relationship with the County of San Mateo Department of Housing for administration of Block Grant funds for housing programs; encourage use of available programs (such as HOME) to assist non-profit housing corporations in acquiring, rehabilitating and managing apartment units for long-term affordability. *(Encourage acquisition and rehabilitation of 20 apartment units for long-term affordable housing.)*

Policy H(A-6): Provide pre-sale inspection upon request.

Action

H(A-6): Continue program that assists in research of residential records upon the request of realtors or potential home buyers. *(Continue assistance to potential home buyers.)*

Policy H(A-7): Consider neighborhood quality when approving new and remodeled residences.

Action

H(A-7): Continue implementation of residential design review and zoning regulations including setbacks, floor area ratio, declining height; continue implementation of single family design review guidelines adopted in 1998. *(Process 250 applications for residential design review.)*

Housing Goal B: PROVIDE VARIETY AND CHOICE OF HOUSING BY PROMOTING HOUSING OPPORTUNITIES FOR ALL PERSONS REGARDLESS OF AGE, SEX, RACE, COLOR, MARITAL STATUS, DISABILITY, NATIONAL ORIGIN OR OTHER BARRIERS.

Policy H(B-1): Promote equal housing opportunities for all Burlingame residents.

Action

H(B-1): Continue to fund the Code Enforcement Officer position and coordination with Planning Department code enforcement activities; provide informational handouts; inform the public and local realtors about equal housing laws and recourse available in case of violations; refer complaints to California Department of Fair Employment and Housing; refer complaints regarding discrimination to La Raza Central Legal, a nonprofit community law center which works with local tenants to resolve landlord/tenant issues. *(Continue referral activities through Code Enforcement Program.)*

Housing Goal C: PROVIDE HOUSING OPPORTUNITIES FOR CITY EMPLOYEES, TEACHERS, HOSPITAL WORKERS AND OTHERS IN THE SERVICE INDUSTRY WHO WORK IN BURLINGAME

Policy H(C-1): Inform local public sector and private sector employees about available housing assistance programs.

Action

H(C-1) Train staff about current opportunities; make available brochures and contact information to eligible residents who inquire about availability of programs. Refer eligible residents to CDBG programs administered by the County Office of Housing and Community Development. *(Continue staff training and to refer eligible residents to programs.)*

Policy H(C-2): Encourage inclusion of affordable dwelling units in multiple-family residential development.

Action

H(C-2): Amend the zoning code to provide opportunities for density bonuses (through changes in parking requirements and/or height/bulk restrictions) for residential projects which include affordable units and are located within 1/3 mile of a transit station. Forge a partnership with a local non-profit agency to insure the units remain affordable. *(Provide 75 new affordable units at transit hubs.)*

Policy H (C-3): Encourage public agency partnerships to provide housing, reduce commute time and facilitate retention of community based groups like teachers, public employees, hospital and service sector workers.

Action

H (C-3): Contact public agencies to encourage them to include a provision for housing in any facility expansion plans; disseminate information about available CDBG funded programs. *(Provide 50 new housing units in the vicinity of public agency workplaces and commercial centers.)*

Housing Goal D: ENCOURAGE SPECIAL PURPOSE HOUSING

Policy H(D-1): Provide adequate, affordable housing for the City's elderly.

Action

H(D-1):

- a. Extend the second unit amnesty program for five years to allow creation of accessible secondary units for the frail elderly;
- b. Continue to allow upon request curbside disabled accessible parking spaces in single family neighborhoods.
- c. Coordinate with San Mateo County Housing Authority to increase the number of Section 8 units for Burlingame's elderly population.
- d. Continue updating and distributing widely to local residents the *Senior Resources Handbook: An Informational Guide for Burlingame Senior Citizens, Their Families and Caregivers*.
- e. Expand incentives for new senior housing by amending the code to allow reduced parking requirements for assisted living projects.

- f. Continue City financial support to non-profit agencies which administer housing programs for seniors (home sharing, reverse mortgage). Planning staff to work with these agencies to facilitate implementation of their programs in Burlingame.
- g. Encourage non-profit housing groups to develop housing by having adequate Planning staff to facilitate project processing and environmental review, and by maintaining the existing incentives in the zoning regulations for residential facilities for the elderly.
- h. Refer seniors who are homeowners to the Human Investment Project for Housing Home Sharing Program, to find eligible tenants to share their housing. *(Provide 30 affordable units for the elderly. Increase number of Section 8 units for elderly by 5 units.)*

Policy H(D-2): Encourage alterations to existing structures that improve access for physically disadvantaged.

Action

- H(D-2):
- a. Formulate and consider code changes that would allow code exceptions to modify housing for elderly and physically disabled for the duration of their tenancy.
 - b. Amend the zoning code to provide an exemption from lot coverage and setback requirements for ramps and landings added to residences and group homes in order to provide access for the disabled.
 - c. Consider zoning code changes to add opportunities for group homes for the disabled in the R-3 and R-4 zone districts.
 - d. Establish a process for requesting disabled parking curb markings in the single family residential areas for persons with disabilities.
 - e. Analyze current zoning and development standards to identify barriers to disabled housing. *(Facilitate use of County assistance and staff work with residents to modify 10 existing housing units to accommodate disabled.)*

Policy H(D-3): Encourage housing opportunities for single-parent families.

Action

- H(D-3):
- Assign staff to carry out the following actions:
- a. Work with the County Housing Authority to increase the number of Section 8 certificates for single-parent families.
 - b. Work with the Human Investment Project for Housing, a non-profit housing corporation which administers a home-sharing program which is available for Burlingame residents. Develop literature regarding availability of housing programs, distribute to Burlingame residents. Continue City funding assistance. *(Increase by 5 the number of Section 8 units for single parent households. Train staff and refer single parent households to shared housing program, IHN or other local assistance providers.)*

Policy H(D-4): Encourage housing opportunities for low-income single persons.

Action

- H(D-4):
- a. Expand the multiple family overlay zone to include the C-3 zoned areas between Murchison Avenue and Peninsula Hospital and between Magnolia Avenue and Ogden Drive, and the area on the east site of Marco Polo Way.
 - b. Develop revisions to the code to encourage development of studio and one-unit apartments with reduced parking requirements when located within one-third mile of a transit hub or major bus route. *(Provide affordable efficiency housing units on selected sites.)*

Policy H(D-5): Support county-wide program for homeless persons.

Action

- H(D-5)
- Continue financial contributions to agencies which provide service to the homeless population in San Mateo County; continue to allow group facilities for the homeless in conjunction with church facilities as a conditional use; continue to support financially and work with local and non-profit providers in San Mateo County to provide homeless shelters county-wide. *(Continue financial support of County-wide programs. Staff continue to facilitate process necessary to provide such services in the City.)*

Housing Goal E: REDUCE RESIDENTIAL ENERGY USE TO CONSERVE ENERGY AND HELP REDUCE HOUSING COSTS.

Policy H(E-1): Promote the use of energy conservation in residential construction.

Action

- H(E-1):
- In all plan checking for new residential construction and major additions, apply Title 24 energy conservation requirements; where possible in planning developments, require structural and landscaping design to make use of natural heating and cooling. *(Add energy conservation features to 250 residences.)*

Policy H(E-2): Encourage energy conservation measures in rehabilitation projects.

Action

- H(E-2):
- Distribute brochure on available energy conservation programs and measures at the Planning counter to all residents planning to expand or build new residences. *(Provide energy conservation information to public.)*

Housing Goal F: ACHIEVE INCREASED AFFORDABILITY OF HOUSING.

Policy H(F-1): Improve balance of housing type, tenure and affordability by encouraging development of the sites and locations listed below to serve the income levels indicated.

Action

H(F-1): Encourage housing development by making sure zoning is in place, amending zoning code requirements to provide incentives for affordable/transit oriented housing (by reducing parking requirements/changing height and bulk restrictions); amend the zoning code to provide incentives for lot consolidation; extend the R-3 overlay zone along Rollins Road south of Bloomfield to allow increased density, including a density bonus for lot consolidation; building on the current R-4 zone, create a new overlay zone for properties near the new BART station and Peninsula Hospital; and fast track zoning and building permit processing for housing applications on the following sites:

Vacant and Underused Sites:

- 1800 El Camino Real - 0.9 acre, zoned C-1/R-4 Overlay
- 1875 California Drive - 0.33 acre, zoned C-1/R-4 Overlay
- 1870 El Camino Real - 0.78 acre, zoned C-1/R-4 Overlay
- Site 4 – additional 0.5 acre zoned C-1/R-4 Overlay

Transit Oriented Sites now Commercial

- 1764 Marco Polo Way - 1.13 acre zoned C-3
- 1777 Murchison Drive - 1.3 acres zoned C-3
- 1825 Magnolia Drive - 1.40 acre parcel zoned C-3
- Area along California Drive – North of Broadway zoned C-2

Transition Areas

- Rollins Road South of Bloomfield – zoned R-3
- East side of Carolan next to North Park Apartments - 5.38 acres zoned C-2
- Area south of Burlingame Avenue zoned C-1

(Promote development of at least 772 units (448 market rate units and 111 very low income, 56 low income and 157 moderate income units) between 2001 and 2006.)

Policy H(F-2): Maintain data base of existing R-3, R-4 and CR zoning districts to remain aware of the number of additional units that could be developed on "under-developed" parcels in these areas.

Action

H(F-2):

- a. Maintain and update the area-by-area land use surveys, note changes in vacant and underutilized sites; share information with potential residential developers.
- b. Promote development of housing units by offering incentives for guarantees of long-term affordability (such as reduced parking requirements/increased height). *(Provide assistance and incentives to encourage development of the sites listed in H(F-1).)*

Policy H(F-3): Encourage construction of mixed commercial residential.

Action

- H(F-3):
- a. Encourage development of sites in C-R zone and where there is commercial zoning with a residential overlay;
 - b. modify regulations to encourage mixed use and provide incentives for keeping units affordable;
 - c. consider parking reductions for locations within one- third mile of transit hubs or along transit corridors;
 - d. consider regulations for shared parking for mixed use with different day/night parking demands.

(Encourage development of 141 units in the C-R zone and selected sites identified in H(F-1); provide incentives for development of units in C-R zone and on sites identified in H(F-1) above; encourage mixed use and live/work units in the area south of Burlingame Avenue; amend the zoning code to provide opportunities for live/work and mixed use projects.)

Policy H(F-4): Encourage conversion of existing accessory living units to legal, safe and sanitary housing units.

Action

- H(F-4):
- Continue the second unit amnesty program beyond its initial two-year time frame (2001 – 2003), extend to 2006; provide second unit applicants with information on participation in the San Mateo County Rental Rehabilitation program which provides rehabilitation loans for units which are available to tenants with low or very low incomes; consider expansion of the program by changing the eligibility date to qualify for second-unit amnesty. *(Process 125 applications for second unit amnesty; provide opportunities for rehabilitation of these units.)*

Policy H(F-5): Encourage non-profit housing corporations to develop affordable housing on appropriate sites in Burlingame.

Action

- H(F-5):
- Staff contact known non-profit housing corporations and religious institutions to make them aware of City interest, familiarize them with the opportunities available in Burlingame, and assist in processing where applications are required; encourage use of private foundation grants to fund affordable units. *(Encourage development of affordable units on sites identified in H(F-1) above.)*

Policy H(F-6): Work for expansion of Section 8 program.

Action

- H(F-6):
- Work with San Mateo County Community Services and Housing Authority to provide Burlingame a proportionate share of Section 8 funds; distribute information about program to potential property owner and renter participants.

(Current number of Section 8 units is 55. Attempt to increase by an additional 25 units (total of 80 units).)

Policy H(F-7): Participate in County first-time buyer program (Mortgage Credit Certificate).

Action

H(F-7): Continue to participate in cooperative CDBG agreement with San Mateo County to provide Burlingame residents with the opportunity to participate in the first-time homebuyer program (Mortgage Credit Certificate) funded by CDBG.
(Obtain assistance for 15 Burlingame residents.)

Refer to Housing Element, pp. H-73-83.

OPEN SPACE ELEMENT

POLICIES:

- Policy OS(A):** Preserve existing open space and open space lands to the fullest extent practicable, with spaces ranging in size from regional scale to small open spaces on individual lots.
- Policy OS(B):** Increase privacy, amenity and safety, and assure provision of light and air.
- Policy OS(C):** Preserve the important vistas, such as the hillside leading to the Skyline Ridge as seen from the Bay plain, and the Bay as seen from the hillside.
- Policy OS(D):** Provide open space for recreational needs and for the preservation of sites of historical and cultural significance.
- Policy OS(E):** Protect and maintain those areas necessary to the integrity of the natural processes with special emphasis on, but not limited to, the water regimen and air quality.
- Policy OS(F):** Protect and preserve open spaces which are vital as wildlife habitat and areas of major or unique ecological significance.
- Policy OS(G):** Maintain open space to shape and guide development and to enhance community identity.
- Policy OS(H):** Establish the basic framework for a continuing action program designed to protect valuable and limited open space resources.

ACTIONS

- OS(1):** Areas that contribute to the maintenance of a quality living environment for both local and sub-regional residents should be preserved as open space. Areas that fall into this category include:
- Areas of visual dominance - Skyline Ridge, Canyons, Bay.
 - Visual corridors.
 - Areas of special ecological significance (wildlife and vegetation).
 - Areas of cultural and historic significance.
- OS(2):** Areas hazardous to the public safety and welfare should be retained as open space. Areas that fall into this category include:
- Slopes generally over 30 percent.
 - Areas of identified instability.
 - Streams and their flood plains.

- OS(3):** Conservation easements, open space zoning and other land use regulations should be used to prohibit development on unstable terrain, water channels, flood plains, excessively steep slopes and other areas determined hazardous to public welfare and safety.
- OS(4):** Open spaces should be linked together visually and, where possible, physically to form a system of open spaces.
- OS(5):** A variety of vistas should be provided and preserved ranging from the small enclosed private views to the more distant views shared by many people.
- OS(6):** Both public and private efforts should be directed to preserving historical landmarks which have open space value.
- OS(7):** In the design and execution of all new development, owners and developers should be required to preserve open space to the fullest extent possible.
- OS(8):** Measures should be taken to improve the quality of spaces for the pedestrian along roadways so the pedestrian can feel safe and comfortable while using these spaces.

Refer to Open Space Element, pp. OS-5-7

CONSERVATION ELEMENT

POLICIES:

- Policy C(A):** To initiate, develop, and implement programs for the conservation of natural resources giving particular attention to critical resource conditions.
- Policy C(B):** To prevent or eliminate damage to the environment and stimulate the health and welfare of the citizens of Burlingame.
- Policy C(C):** To restore, where found to be feasible, natural features of vegetative cover, streams, marsh and bay where areas have been unduly disturbed by man.
- Policy C(D):** To initiate, develop, and implement programs for the conservation of the built environment.
- Policy C(E):** To foster public educational programs on local conservation needs.
- Policy C(F):** To participate in regional conservation programs of direct concern to the City.
- Policy C(G):** To promote economic growth which is consistent with an improvement in the quality of the environment.

ACTION:

- C(1):** The City should act to protect valuable vegetative cover and encourage planting additional vegetation, giving preference to indigenous materials.
- C(2):** The City should initiate a study by the Planning Commission of the remaining natural areas to determine the effect of development on or near these areas.
- C(3):** Because projects being developed outside the corporate limits can adversely affect the City environment, Burlingame should monitor all major developments through the EIR process and other procedures.
- C(4):** The City should protect the creeks flowing through private and public lands by regulation and acquisition of conservation easements where found to be necessary.
- C(5):** The City should acquire development rights where found to be necessary to protect areas that are of outstanding value in their natural condition.
- C(6):** To protect existing urban areas and structures from deterioration, Burlingame should insure that private places are properly maintained.

- C(7):** In order to develop a stronger conservation awareness in the people of Burlingame, the City should help to develop conservation education programs in the schools and in the community.
- C(8):** To develop an exchange of information, the City should maintain communication with conservation groups and conservation agencies in areas of direct concern to the City.

Refer to Conservation Element, pp. C-3, C-5.

SEISMIC SAFETY ELEMENT

POLICIES:

- Policy SS(A):** Consider developing a “balanced risk” policy that relates seismic hazards to acceptable risk by building type and intensity of use.
- Policy SS(B):** Require that new development incorporate seismic hazard mitigation measures to reduce risk to an acceptable level.
- Policy SS(C):** Institute a continuing program of evaluating existing structures with a high risk rating, a high intensity occupancy and those critical facilities that must survive a severe earthquake.
- Policy SS(D):** Encourage the reduction of risks associated with the more dangerous existing buildings through action programs, including renovation and occupancy reduction.
- Policy SS(E):** Consider an ordinance requiring the preparation of internal emergency response plans for facilities housing dependent populations.
- Policy SS(F):** Define a policy for properties over or immediately adjacent to the Serra Fault.
- Policy SS(G):** Periodically update and refine this element to enable it to achieve its general objectives.
- Policy SS(H):** Consider the establishment of a Seismic Safety Committee to assume responsibility for the implementation of this element.
- Policy SS(I):** Consider selecting a qualified geotechnical firm to advise the city during the implementation period of the larger seismic safety projects.
- Policy SS(J):** Consider establishing procedures to make available to the public all known, pertinent geotechnical data regarding their property, and other reports of a more general nature on city-wide seismic hazards.

ACTIONS

- SS(1):** Implement agreed programs to improve or abate existing dangerous buildings.
- SS(2):** Survey major structures to determine the need for a parapet ordinance (applying to parapets, signs, marquees and general ornamentation).
- SS(3):** Consider placing fault movement gauges along active fault traces to monitor activity.

- SS(4):** Review and update the City's disaster preparedness plan.
- SS(5):** Assess need for additional earthquake and flood insurance on City property and facilities.
- SS(6):** Improve interjurisdictional cooperation and communication in regard to seismic safety.

Refer to Seismic Safety Element pp. SS-24-25.

SAFETY ELEMENT

POLICIES:

- Policy S(A):** Identify existing natural and man-made safety hazards, and devise a reasonable assignment of responsibility for their correction or reduction which will be within limits of economic acceptability.
- Policy S(B):** Increase public understanding of safety issues so that unnecessary risk may be avoided.
- Policy S(C):** Identify any urgently needed implementation measures or new legislation.
- Policy S(D):** Set safety goals consistent with the goals of other elements of the Burlingame General Plan.

ACTIONS:

- S(1):** Survey older high rise buildings, and recommend ways that owners can provide a greater degree of built-in fire protection.
- S(2):** Survey older buildings with extensive floor areas, and recommend ways to increase fire safety.
- S(3):** Review desirability of a municipal ordinance requiring smoke activated fire alarm devices in existing buildings; determine types of building to which this should apply.
- S(4):** Evaluate existing hazard of combustible roofs in the City's residential areas; if unacceptable, propose ways to reduce the degree of risk.
- S(5):** Consider an education program to encourage all homeowners to install home fire detection systems. Consider an ordinance requiring all such systems installed in the city meet National Fire Protection Association standards, and requiring that all vendors and installers be required to obtain a permit before selling or installing such a system.
- S(6):** Review pros and cons of more extensive Mutual Aid and Automatic Aid agreements.
- S(7):** Consider establishment of a city fire service surtax on structures appreciably below present fire code standards. The assessment should be related to higher Fire Department costs needed for increased service to buildings without built-in protection.

- S(8): Develop a clearly defined Fire Protection Strategy for adoption by the City Council. The report should include: policy statements, strategic objectives and tactical means to prevent, detect and control fires.
- S(9): Review need for increased protection from high tides and storms on the Bay; estimate benefits and costs.
- S(10): Recommend minimum acceptable elevation for future shoreline improvements; consider means to bring older, lower sites up to this standard.
- S(11): Review dyke levels along the principal drainage channels in the industrial area; recommend minimum acceptable elevations, and prepare cost estimates for the required work.
- S(12): Complete creek drainage works recommended in 1954 Jenks and Adamson report; improvements outstanding: Easton Creek near Easton Drive and Canyon Road; Ralston Creek near 1400 Floribunda Avenue; Ralston Creek in 1400 block Bellevue Avenue; Ralston Creek near 411 El Camino Real; and Burlingame Creek in 200 block Primrose Road.
- S(13): Increase the City's emergency pumping ability with an independent power source; review need for additional pumps.
- S(14): Affirm general policy to maintain PG&E right-of-way as emergency ponding reservoir; consider ordinance to prohibit development incompatible with this policy.
- S(15): Prepare qualitative evaluation of ponding capacity of City's "inner lagoon".
- S(16): Review impact of 100 year flood on Burlingame; consider preparation of plan and estimated cost of improvements to protect property with recommendations to meet situation and satisfy recent Federal requirements.
- S(17): Prepare detailed study of City's existing water circulation system; establish trouble points and recommend priorities for any immediate work required.
- S(18): Review desirability of connections with the cities of Millbrae and San Mateo for emergency supply. Consider wells and alternative sources to temporarily replace City of San Francisco water.
- S(19): Evaluate hazard from failure of the City's two water reservoirs, and the need for emergency power supply for system's two water pumping stations; review need for additional pumping capacity.
- S(20): Reassess hazards from pollution and infiltration of toxic substances into the water supply; recommend ways to reduce these hazards.

- S(21):** Evaluate compatibility of densities and maximum height limits presently allowed by the Zoning Ordinance with water system capacities.
- S(22):** Review sewerage system capacity and condition; establish trouble points and recommend priorities for improvements.
- S(23):** Collect and analyze further information on: alluvium and baymud hazards; liquefaction hazard; and landslide and mudslide hazards.
- S(24):** Prepare a report on safety hazards from potential civil disturbances - bomb threats, sniper fire and riots; assess planned City response.
- S(25):** Investigate the concept of "defensible space;" prepare recommendations for Zoning Ordinance amendments to encourage crime prevention.
- S(26):** Review and update the City's Emergency Operations Plan.
- S(27):** Evaluate present procedures to repair broken power transmission lines; review possible improvements under widespread disaster conditions.
- S(28):** Review Fire Department and medical aid response to a train derailment or airplane crash within a residential district of the city.
- S(29):** Assess the life loss and property loss hazards from a fuel or chemical spill on city streets; if the hazards are unacceptable, propose ways to reduce them.
- S(30):** Evaluate the hazard from older, larger trees under storm conditions.

Refer to Safety Element, pp. S-2, S-13-15.

SCENIC ROADS AND HIGHWAYS ELEMENT

POLICIES:

Policy SR(A): To retain a system of arterials and local roads that are beautiful and useful to local residents.

Policy SR(B): To harmonize roads and highways with adjacent land use and roadside development.

Policy SR(C): To enhance the traveler's "view from the road."

ACTIONS:

SR(1): The City of Burlingame recommends that Interstate Highway 280 be designated as a State Scenic Highway, because of the beauty of the countryside through which it passes, and because of the relative sensitivity and skillfulness of its design.

SR(2): El Camino Real, state highway Route 82, is a scenic highway where views from the road are contained.

- (a). These heritage trees give Burlingame a distinctive image.
- (b). The segments of El Camino Real where abutting property is zoned first commercial are defined as scenic connectors. Commercial buildings and signs along El Camino Real should receive design review and satisfy all municipal codes. Trim abutting properties along the road provide a scenic character and add to the Burlingame image.

SR(3): Except where traffic hazards might be created, median strips, traffic islands, and excess highway rights-of-way should be landscaped.

SR(4): The County of San Mateo proposes the loop via Skyline Boulevard, Canyon Road, Easton Drive, El Camino Real and Crystal Springs Road back to Skyline Boulevard be designated a County Scenic Roadway and part of the proposed Scenic Road System.

SR(5): Explore fully all practicable regulatory approaches intended to protect views along scenic highways and Burlingame's scenic routes.

SR(6): Consider a program to provide appropriate identification for Burlingame's scenic routes: highways and roads for motorists; routes, lanes and separate paths for bicyclists.

SR(7): Utility lines should be undergrounded wherever possible; and sensitively sited where placement must be aboveground.

- SR(8):** Plant materials should be used to screen or hide objectionable views.
- SR(9):** A design study should be prepared to include a San Francisco Bay viewscape plan for Airport Boulevard from Broadway to Coyote Point Drive.
- SR(10):** An integrated plan for hiking, riding and bike trails should be coordinated with the scenic road system. Plan for separate bike paths to be constructed along scenic road and highway routes whenever and wherever economically feasible, reasonable and practical.
- SR(11):** Previously adopted General Plan Elements express as public policy the other actions needed to help carry out this Scenic Roads and Highways Element.

Refer to Scenic Roads and Highways Element, pp. SR-2, SR-10-11.

NOISE ELEMENT

The following land use policies and action statements are summarized from the Noise Element adopted by Resolution 69-75, September 15, 1975. These policies and actions as stated here have not been adopted by the city council and should be used for reference only. For a full statement of the Noise Policies see the Noise Element, page N-34 and following.

DECLARATION OF POLICY

The City of Burlingame declares a policy of excluding and prohibiting all annoying, excessive and unnecessary noises from all sources which are subject to its regulatory, administrative and police powers. The City takes notice that for certain intensity levels, noise is detrimental to the health, welfare and enjoyment of the citizenry as well as detrimental to the quality of the environment. The City takes special notice that it is the penetration of unwanted sound from sources not controllable by an individual household that deserve the highest priority in order to insure each person's right to peaceful surroundings.

POLICIES:

Policy N(A): Preserve peaceful noise conditions in the city where they do exist.

Policy N(B): Reduce annoying levels of noise for existing situations; aircraft, motor vehicle and domestic animal noise which were identified by a Noise Questionnaire to be the most annoying at present.

Policy N(C): Achieve a peaceful acoustic environment in portions of the city to be developed.

Policy N(D): Consider use of existing city and inter-governmental processes to accomplish noise control.

Policy N(E): Arrive at resultant implementation programs which are consistent with State and Federal guidelines and which are (i) legally valid, (ii) not unduly costly, and (iii) do not impose undue hardship upon residential property owners and community business interests.

Policy N(F): Foster in the citizens of all segments of the City an assurance that their concerns with unwanted sound levels are of importance to the City, and publicize the existence of avenues by which these problems can be quantified and mitigated.

ACTIONS:

N(1): Consider Adoption of Administrative Review Process.

N(2): Institute an Airport Noise Surveillance Program for a period of two or three weeks.

- N(3):** Consider Vehicle Noise Emission Standards Enforcement.
- N(4):** Consider Municipal Vehicle and Maintenance Operations Noise Control.
- N(5):** Consider developing an Educational Campaign to describe to city residents their noise climate and what they can do to change it.
- N(6):** Consider Adoption of a Noise Ordinance.
- N(7):** Update the Noise Element.
- N(8):** Undertake a Bayshore Freeway Noise Attenuation Study.
- N(9):** Defer the institution of a Domestic Animal Noise program.

Refer to Noise Element, pp. N-44-48.

SPECIFIC AREA PLAN

POLICY GOALS:

Goal SAP(A): Development shall be consistent with the capacity of the adjacent road system.

Goal SAP(B): A specific plan should be selected which maximizes public access to the shoreline.

Goal SAP(C): Development should yield a high revenue-to-cost ratio.

Goal SAP(D): Guidelines and regulations should be adopted which will insure good quality development.

Goal SAP(E): Development should be visually attractive, pleasing both to those who work and visit the area, and also to those who use the area for recreation.

Goal SAP(F): Land uses in the Bayfront should be environmentally consistent with, and supportive of, Burlingame's main function as a residential community, and

Goal SAP(G): Land uses in the bayfront should reflect the special locational value of the area: proximity to regional freeway and to the San Francisco International Airport.

ACTIONS:

SAP(1): Reserve sites closest to the shoreline for land uses which draw a large number of visitors (i.e., hotels and restaurants).

SAP(2): Provide a continuous network of attractive and safe pedestrian and bicycle access along the shoreline and through the interior of the Anza Area.

SAP(3): Encourage implementation of the Burlingame Zoning ordinance requirement for a 25-foot-wide shoreline strip, consistent with the Bay Area Conservation and Development Commission (BCDC) requirements for the provision of public access to the shoreline.

SAP(4): Establish a desirable level of service for transportation facilities: a balance between traffic volumes and road capacities.

SAP(5): Identify appropriate sites for developments which generate high volumes of traffic at peak hours.

SAP(6): Identify improvements to increase road capacities to serve the uses proposed in the SAP.

- SAP(7):** Create a fiscal mechanism for sharing the costs of transportation improvements by private developers.
- SAP(8):** Encourage low intensity development or no development if transportation facilities are not available for higher intensity land uses.
- SAP(9):** Establish a high priority for development of hotels and restaurants which would generate substantial revenues to the City from room and sales taxes.
- SAP(10):** Actively encourage major restaurant chains to locate in the area. Establish site standards for attractive public improvements to accompany hotel and restaurant construction.
- SAP(11):** Reserve prime hotel and restaurant sites and preserve them from early development for other land uses through the Specific Area, Plan land use designations.
- SAP(12):** The design of developments must be coordinated to protect the visual attractiveness of the area and create a harmonious visual environment consistent with the image of the Burlingame community.
- SAP(13):** Establish height and setback regulations for new developments.
- SAP(14):** Encourage site designs that improve the appearance of parking areas.
- SAP(15):** Encourage intensive landscaping.
- SAP(16):** Provide view corridors for views of the Bay and the Anza Lagoon both from within and outside the area.
- SAP(17):** Maintain existing buildings in present uses until redevelopment is feasible.
- SAP(18):** Improve some streets to improve traffic flow in the area and to accommodate anticipated traffic generated from future development.
- SAP(19):** Allow interim low intensity land uses on available sites until regional demand for high intensity uses grows.

Refer to Specific Area Plan, pp. SAP-12-14.

II.

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LAND USE ELEMENT

Adopted by the City Council

Resolution 87-69

October 20, 1969

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LAND USE ELEMENT

OVERVIEW

The land use element describes categories of uses, indicates proposed land use relationships and indicates proposed land use relationships and identifies in general terms actions needed to achieve community goals.

For the purposes of this plan land uses are grouped in the following major categories: Residential Uses, Institutions, Parks, Commercial Uses, Industrial Uses, and Circulation. Each of these categories is discussed under a separate heading in subsequent sections. These categories and sub-categories are shown on the plan diagram which portrays general relationships between the various uses of land and between land uses and circulation facilities. The diagram is not intended to indicate exact boundaries or extent of the areas. In some instances it may be appropriate for certain types of use areas to overlap so that uses of different categories actually interpenetrate. This would be true of office, shopping and service uses, and high density residential uses when buildings and sites are appropriately designed.

RESIDENTIAL USES

Four categories of residential densities with the following ranges of dwelling units per net residential acre are included and shown on the plan diagram: low density up to 8 dwelling units per acre; medium density 9 to 20; medium high density 21 to 50; and high density over 50 dwelling units per acre.

An area northwest of the Burlingame Avenue-Park Road shopping center is designated for high density residential uses in recognition of its special locational advantages. It has good access to all forms of transportation and proximity to the major downtown area in Burlingame. The dominant building type envisaged for this area is multi-story apartment buildings.

Areas for medium high density residential uses are designated around the periphery of the Burlingame Avenue-Park Road center, around the Broadway shopping center, and as a part of the complex of activities in the Burlingame Plaza area. In addition, the frontage along most of El Camino Real is included in this category. The medium high density residential areas in many instances provide a transition between higher intensity uses and adjoining lower intensity uses. The typical building type contemplated for the medium high density area is the two to three story apartment building but higher buildings would also be appropriate.

Medium density areas shown on the plan diagram would be occupied in the main by duplexes and one and two story garden apartment developments.

Low density areas with single-family detached residences, occupy the remainder of the City. For the most part existing low density residential areas are well maintained and of good quality,

requiring only that present zoning be maintained to ensure protection for the useful life of the dwellings (20, 30 or more years).

INSTITUTIONAL USES

The following types of institutional uses are provided for: civic buildings, public schools, private schools and churches, and other quasi-public and private institutions.

Civic Buildings. The new site for City Hall on Bellevue Avenue, with the main library across the corner of the street, provides a locus for other civic buildings and institutional activities serving the entire City. No specific recommendations are included at this time for additional public buildings, however. Other civic buildings include the United States Post Office on Park Road, which is in a good location to serve the downtown district; the main library previously mentioned; and branch library on Easton Drive. No specific proposals for library expansion are included since this subject is under separate study.

Public Schools. All existing school sites within the City are recognized on the plan diagram except the Pershing School which is recommended to be converted to a neighborhood center and neighborhood park. Most of the schools in Burlingame are on sites that are too small to provide suitable plants for educational purposes let alone any local neighborhood or community use. A special study of the school site and plant requirements should be undertaken in collaboration with the Burlingame Elementary School District and the San Mateo Union High School District. However, since the City is not currently faced with a large increase in school population it would probably be wise to defer such a study until the results of the 1970 census are available to provide more information on population characteristics and trends and thus better guidelines for probable school plant requirements. In addition, the issue of school district unification is still not settled and unification could make a considerable difference in the utilization of school plants in and around Burlingame.

Private Schools and Churches. Existing private schools are recognized on the plan diagram. In the main these are reasonably well located with good access from arterial or collector streets. Existing churches are also recognized on the plan diagram and again, in the main, are quite well located in relation to arterial and collector streets. The private schools and churches are recognized in this plan primarily to indicate their relationship to other uses of land and the circulation system.

Other Institutional Uses. Other institutional uses including facilities to serve members of associations, fraternal organizations, youth groups, social and welfare organizations, should be located in or adjacent to the business districts.

Standards and Requirements. Any new institutional uses serving city-wide or larger areas should be located on arterial streets, and preferably adjacent to commercial centers. Institutional uses serving a sub-unit of the City should be located on an arterial or

collector street and in a location providing ready access to the area served. The City should establish a new zoning district to apply to all sites on which there are institutional or public uses. The regulations for this district should permit the continuance of existing uses and prohibit changes in use without City authorization. This would permit the City to take appropriate action to ensure that potential sites for parks, and buildings suitable for public assembly are not lost to public use.

PARKS

Three classes of parks and open spaces are included in the plan: community parks, neighborhood parks, and preserves.

Community parks include the three existing park sites - Bayside Park, Washington Park, and Mills Canyon Park - and a proposed new area for a natural park between Skyline Boulevard and Junipero Serra Freeway on presently undeveloped land. The areas indicated as preserves include a steep hillside along Canyon Drive in Burlingame Hills where a scenic easement should be established to protect existing vegetation and ensure that this beautiful area will remain in its present wooded condition providing both scenic amenity and protection against erosion and damage to the creek channel. The other area indicated as a preserve is adjacent to Mills Canyon Park. In this case it would be most desirable if the lands on the southwest side of the creek were acquired in fee and added to the park. If this is not possible or practical, a scenic easement should be acquired to protect existing vegetation in this canyon.

The plan diagram shows a park strip around the Anza Airport Park industrial subdivision and along the lagoon between that subdivision and Bayshore Freeway. Part of this would be on land now leased to the City along the lagoon. An easement should be acquired to provide for public walks along the Bay side of the property. In addition, specific provision should be made for a pedestrian crossing of the arterial road proposed along the Bay front between the City's park and the waters of the Bay. Where this road adjoins the park, it should be kept at the lowest possible elevation to minimize the effect of traffic on the park. This will be discussed in further detail in the subsequent section of this plan dealing with the waterfront.

Neighborhood Parks. All existing neighborhood parks are recommended to be continued. In addition, new neighborhood parks are recommended in the following general locations: in the Easton Drive area between Bernal Avenue and El Camino Real; in the Mills Estate area north of Trousdale Drive between Sebastian Drive and Ashton Avenue; in the area between Carolan Avenue and Bayshore Boulevard north of Oak Grove Avenue; south of Carmelita Avenue near Paloma Avenue; on the Pershing School site. As has been done in the past, it is recommended that the City acquire individual lots where they become available in these general areas.

In addition, to augment the small sites of many of the existing neighborhood parks and elementary schools, acquisition of adjoining lots is recommended whenever such become available. In some instances street closings of very short sections of streets could be used to augment existing sites or to link schools and parks together. In some instances such

closings would increase traffic safety in addition to providing very much needed park space.

COMMERCIAL USES

Three complexes of commercial uses are included in this plan: the Burlingame Plaza Area, the Broadway center, and the Burlingame Avenue-Park Road center. In these centers of commercial activity three general categories of commercial uses are shown on the plan diagram: Shopping and Service, Service and Special Sales, and Office Use. In addition to the commercial uses in these three centers of activity an additional category of commercial use, Waterfront/Commercial, is indicated along most of the waterfront area.

Burlingame Plaza Area. This area includes outlets providing convenience goods and consumer services to local residents and workers; the Peninsula Hospital and medical offices; and other professional-administrative offices. No changes are recommended in the pattern of uses presently established. The visual quality of the shopping center should be improved and the parking area serving the shopping center needs redesign and tree planting to improve functional efficiency and appearance.

Broadway Center. Outlets in this center now provide convenience goods and consumer services for residents in the general vicinity. Although many of the businesses here are well established and apparently successful enterprises, better circulation, more parking, and better urban design would enhance this center. Separation of vehicular and pedestrian circulation and reduction of through-traffic on Broadway is needed. Recommendations for improving the traffic circulation pattern are presented in the Circulation Element. These include a grade separation for the railroad tracks and improvement of the Broadway-Bayshore Freeway interchange to relieve traffic congestion at that point. Consideration should be given to creating a pedestrian precinct on Broadway in the section between Laguna Avenue and Capuchino Avenue. Additional off-street parking should be provided to the rear of present business outlets fronting on Broadway with access to such lots from the new streets indicated on the plan diagram. An urban design plan should be developed for this center to provide more detailed guidance for future changes.

Burlingame Avenue-Park Road Center. This center includes outlets providing a wide range of consumer goods and services for Burlingame residents and residents of adjoining communities. It also includes business service establishments, business and professional offices, civic buildings, and some residential uses. The following organization of uses within the center is recommended: shopping goods outlets should, in the main, be located along Burlingame Avenue and Park Road in a pedestrian precinct; convenience goods stores, restaurants, and consumer service outlets should not occupy ground level street frontage space in the heart of the center but should be in more peripheral locations; the frontage of the west side of Chapin Avenue should be limited to office uses; the Service and Special Sales area indicated along California Drive and Highland Avenue recognizes the existing auto sales and service activities and provides space for expansion of "auto row" businesses or other similar kinds of activity; an area between Highland Avenue and

Park Road is designated for medium high density residential development. This downtown center presents a prime opportunity to develop combinations of retail, office and residential uses in clusters of appropriately designed structures. Sites on the periphery would be appropriate for apartments of single persons and families without children particularly those who want the advantages of a location near a center of activity and do not wish to own an automobile. Areas designated for shopping and service uses along Park and Primrose Roads south of Howard Avenue are appropriate locations for office and institutional uses in addition to retail and consumer service establishments. Measures to enhance appearance and attractiveness of this area should be given particular attention so as to provide an inviting entrance to Burlingame's downtown center.

Appropriate concepts for physical design and beautification should be applied throughout the center. An urban design plan for the entire downtown area should be developed. The relationship between future development of the downtown area and rapid transit and other aspects of the circulation system are discussed in the Circulation Element of this plan.

Waterfront-Commercial. The areas indicated on the plan diagram for waterfront-commercial uses should be limited to activities that either depend on waterfront location or directly benefit from location on the waterfront. Further guidelines for development of the waterfront are presented in the Waterfront Element of the plan.

INDUSTRIAL USES

The areas indicated in this category on the plan diagram are intended to continue the present pattern with occupancy by wholesale outlets, professional and administrative offices, and light manufacturing plants. The major problems now existing in these areas are inadequate access and lack of public transportation. Recommendations regarding these problems are included in the Circulation Element of the plan. It is anticipated that the East Millsdale area will be increasingly sought as a location for airport-related uses.

PUBLIC FACILITIES

Burlingame has a number of public facilities in addition to its civic buildings. The wastewater treatment plant, located on Airport Boulevard, provides primary, secondary, and some tertiary treatment for the city, its sphere of influence (Burlingame Hills) and about half of Hillsborough. A water distribution system is also provided for this geographical area by the city. Finally, the city provides trash collection and limited trash disposal on a site adjacent to the wastewater treatment facility on Airport Boulevard. These disposal facilities serve only city residents and municipal needs.

COMMERCIAL-RESIDENTIAL MIXED USE

This land use is composed of retail commercial and multiple family residential uses intended to create a transition between established retail commercial and residential zones. It is intended in this district that only residential uses may occur on a parcel, or retail commercial with residential above, so that the sense of residential activity is conserved. Retail uses compatible with

residential uses, however, can serve to meld the adjacent wholly retail and residential areas. Included in this district are physically unique areas such as the properties with double street frontage on Edgehill and California Drives.

CIRCULATION ELEMENT

Adopted by the City Council

Resolution 87-69

October 20, 1969

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Population 1970-1980, Projected to 1995

	City of Burlingame	% Change of Population*
1970	25,720	0.0
1980	35,175	36.8%
1995	35,800-37,340	39.0-44.0%
1995	35,200-37,900	36.9-47.0%

*Worthington Hills

Source: City of Burlingame Planning Department, 1982, Preliminary A.M.A. Projections 80

CIRCULATION ELEMENT

OVERVIEW

An integrated system is proposed including the present Southern Pacific Railroad (primarily for through movement of freight), a rapid transit line adjacent to the Southern Pacific rail line, local transit, and four categories of streets and highways. The street and highway system would accommodate private passenger automobiles, trucks and local transit vehicles.

POPULATION

In 1970, 27,320 people lived in the City of Burlingame. About 23% of these people were under the age of 18 and 14% were over 64. By 1980 the city's Population had declined by 4% to 26,173. But the most dramatic change was in age composition. By 1980 about 16% of the city's residents were under 18 and about 20% were over 64. Fewer children were also reflected in changes in average household size. In 1970 there were 2.41 persons per household on the average. This had declined by 14% to 2.09 in 1980. The impact of the declining household size is particularly dramatic in a community like Burlingame where there are no large vacant tracts of land suitable for residential development. The inevitable result, when housing stock is more or less fixed and the number of persons in a household is declining, is that the total population declines as well.

Population projections for Burlingame are based on build-out of vacant and underused residential land to the densities given in the General Plan. Projections of household size reflect a continuation but gradual leveling off in the decline of average household size. However, the critical factor in the population range given is the rate of new residential construction. The lower end of the range assumes a holding capacity will be reached between 2000 and 2010. The high end of the population range assumes holding capacity will be reached close to 1995.

Population 1970-1980, Projected to 1995

	City of Burlingame	Sphere of Influence*
1970	27,320	n.a.
1980	26,173	11100
1985	25,890-27,540	810-1,160
1995	25,240-27,980	760-1,020

*Burlingame Hills

Source: City of Burlingame Planning Department, Preliminary ABAG Projection '83

Household size assumptions for the population projections were:

	City of Burlingame	Sphere of Influence*
1980	2.08	2.95
1985	2.06-2.08	2.06-2.95
1995	1.90-1.92	1.92-2.60

*Burlingame Hills

Source: City of Burlingame Planning Department, Preliminary ABAG Projection '83.

TRANSIT

An integrated system of regional rapid transit and local transit should be developed to serve Burlingame residents and workers and to provide for the high volume through-movement that will have to be accommodated in this corridor in the future. The rapid transit line should be completely grade separated, designed to minimize noise and prevent adverse visual impact on the community, and have sufficient grade separated local street crossings to keep the line from being a barrier.

No specific recommendation is included regarding station location; however, an opportunity exists to include the station as an integral element of a complex of service and shopping facilities, together with office and high density residential accommodations. Consideration should be given to developing a mega-structure - a complex of buildings - that would bridge over existing streets and rights-of-way, using air rights, to provide a focal point in the community and serve to connect and link together portions of the City lying on different sides of the transit and rail lines.

Advantage should be taken by the 300 foot strip occupied by Carolan Avenue, the Railroad and California Drive. This strip linking Burlingame Avenue-Park Road shopping area with the Broadway shopping center provides an opportunity for exciting visual design and the development of an efficient local transportation system to provide the backbone of a local distribution and feeder transit system. Mini buses and small electric drive-yourself vehicles designed strictly for local travel could become important parts of the local transit system. Innovative use of existing and new types of vehicles would make possible higher density development around the Burlingame Avenue and Broadway centers with increasing amenity rather than the greater congestion that would result from continued exclusive dependence on the private automobile.

STREETS AND HIGHWAYS

Bayshore Freeway and Junipero Freeway are recognized in the plan. The main proposals affecting the freeways are additions and improvements to the interchanges at Millbrae Avenue, Broadway, and Peninsula Avenue to provide for full directional movement at each of these interchanges and to accommodate the increasing volumes of traffic that will be generated, particularly from the industrial areas.

A system of major arterials is proposed to take care of longer distance local trips and to connect Burlingame with adjacent communities. These include El Camino Real (a State highway), California Drive, and Bayshore Highway and its extension through the Anza Pacific development for major north-south movements. The latter route would connect with the San Francisco Airport on the north and with the major street system in the City of San Mateo on the south. The relationship of this route to Burlingame's Bayside Park is unfortunate but, with existing conditions, there does not seem to be any practical solution that would avoid separating the park from the Bay. Special care will be needed in designing this street between the Airport and San Mateo. The portion abutting the City Park should be located outboard of the present bulkhead to avoid reducing the park area. Particular attention should be given to visual quality, provision of pedestrian crossings, and minimizing the impact of industrial traffic on the recreational use of the park and the waterfront. Other major arterials include Millbrae Avenue (in the City of Millbrae), Trousdale Drive, Carmelita Avenue from El Camino Real to California Drive and a connection to a grade separation at Broadway and the railroad, Oak Grove Avenue and Peninsula Avenue. These arterials would carry the major volume of east-west trips and connect with State highways and freeways.

The other elements of the street system are secondary arterials connecting collector and local access streets to the major arterials, and collector streets to feed traffic to the arterials and major centers of activity in Burlingame. The systems of streets proposed around the Broadway shopping center and the Burlingame Avenue shopping center are of particular importance. These are intended to provide movement around the centers, connect to parking lots, and permit the central portions of these shopping centers to be freed of all or most vehicular traffic and turned over primarily to pedestrians.

GRADE SEPARATION STRUCTURES

Railroad grade separations are recommended at Broadway, Oak Grove, Howard, and Peninsula Avenues. A highway overpass is needed across Bayshore Freeway to connect Millsdale and East Millsdale Industrial areas. (See also proposals under the heading, Broadway-Bayshore Interchange Area.) In addition, an overpass to accommodate pedestrians and bicyclists is recommended to connect to the Bayside Park from the vicinity of Winchester Drive.

PARKWAY

In addition to the other elements of the circulation system, it is recommended that a parkway be established along the Bayfront connecting Burlingame's Bayside Park with San Mateo County's Coyote Point Park. No specific location is proposed. This should be worked out in developing more specific plans for the waterfront, using the Bay Conservation and Development Commission Plan as a guide.

BROADWAY-BAYSHORE INTERCHANGE AREA

Major changes are needed in the circulation system around the Bayshore-Broadway interchange and the proposed grade separation at Broadway and the railroad. The changes should be designed to:

1. Reduce the congestion at the present intersection at Rollins Road and Broadway by providing other means of access to Millsdale and by reducing points of conflict.
2. Provide as much flexibility as possible so that future changes in travel patterns can be accommodated within the system.
3. Provide alternative routes of travel so that individual drivers have some options to permit them to avoid points of congestion. (Traffic flow tends to be somewhat self-adjusting where alternative paths of travel are available.)
4. Increase capacity throughout the Broadway-Bayshore Area by reducing conflicts through traffic control measures, providing added lanes at critical points, and grade separating turning movements wherever feasible.

More specific proposals are:

1. Grade separate Broadway and the Southern Pacific Railroad.
2. Provide two completely new links to permit some traffic to avoid the Broadway-Rollins Road intersection. One of these should connect the Millsdale and East Millsdale Industrial areas with an overpass on Bayshore Freeway. The other link proposed is a new street southeast of Cadillac Way extending from Bayshore Boulevard to Carolan Avenue. This new street should be obtained when the presently vacant land is developed.
3. On Bayshore Freeway, move the entrance to the southbound off-ramp as far north as possible and provide connections to Marsten Road, Broadway and Cadillac Way.

HOUSING ELEMENT

Adopted by City Council Resolution No. 74-2002

July 1, 2002

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EXECUTIVE SUMMARY

INTRODUCTION

By state mandate each city and county in California is required to plan for the housing needs for its share of the expected new households in the Bay Region over the next five years as well as for the housing needs of all economic segments of the city's population. This planning will be done in Burlingame by updating the city's 1994 Housing Element of the General Plan. Broad based community participation is essential to preparing an implementable and locally meaningful housing policy and action program. The program included in this document evolved from the participation and experience of over 180 local residents and representatives of agencies which provide housing and other social service assistance to city, county and regional residents. (See Pages H-5 –H-8)

PROFILE OF THE COMMUNITY

Research on the Burlingame community since 1994 identified some themes of change. While the city's total population has remained fairly stable over the past 40 years there has been an increase in ethnic diversity and number of children living at home as well as decrease in the city's elder population. The proportion of the population in the labor force and their type of employment have remained constant over the decade; while the median household income increased 61%. However, the cost of housing doubled over the same decade. More than half the city's housing stock is over 40 years old; but despite its aging the city's housing stock is well maintained as exemplified by the number of building permits issued for improvements during the planning period. (See Pages H-9 – H-24)

HOUSING DEVELOPMENT ISSUES

Residential developers looking to build in Burlingame face zoning regulations and fees comparable to those in other San Mateo cities. Like all cities in the state, but particularly because of our location on the edge of San Francisco Bay, the regulations of outside agencies have come to play an increasing role which increases both processing time and cost of new residential development. Since, like our San Francisco Peninsula neighbors, the city is essentially "built out" land and construction costs drive up the cost of housing. While energy is a critical parameter to future growth throughout California today, the city has been aggressive in implementing local conservation and recycling legislation as well as disseminating information on energy conservation programs offered by other agencies. (See Pages H-25 – H-45)

EVALUATION OF THE 1994 HOUSING ELEMENT

There were three key programs which were the most successful in implementing the goals and policies of the 1994 Housing Element. These include the following: 1) adoption of a second unit amnesty program which allows nonconforming second units which meet certain criteria to become a permanent part of the city's housing stock; 2) implementation of residential design

review to provide for maintenance of the existing housing stock; and 3) rezoning of certain commercial properties with a residential overlay zone to allow construction of high density residential uses. These successful programs are being used as a basis for development of the 2001-2006 work program where it is proposed that: 1) the second unit amnesty program be expanded to include more eligible properties; 2) apply the residential overlay zone to a wider area; and 3) build on successful partnerships with non-profit housing developers. (See Pages H-46 – H-51)

COMMUNITY RESOURCES

From a land use point of view Burlingame can be considered “retro”. The City began as a “transit village” at the Burlingame Train Station (now designated a State Historic Landmark). Later the city annexed the Broadway train station and the “transit village” adjacent to it. In 2000 a decision was made to build a new transit hub in Millbrae on the city’s northern border. Because the land area of Burlingame is primarily built-out, new housing opportunities will have to replace existing development. In the proposed planning program the key sites for residential reuse follow the “transit village” pattern of our past, and build on the new transit access opportunities offered at the northern end of the city. The sites identified in the planning program near transit hubs are at the north end of Burlingame near the new BART station in Millbrae and near the Broadway and Burlingame train stations; sites in transition areas selected to improve the compatibility between residential and other land uses are located near the Burlingame Avenue Commercial District, along Rollins Road south of Bloomfield and on the south side of the Northpark Apartments. The site selection program evaluated residential densities and affordability and these opportunities were influenced by proximity to transit hubs. An infrastructure study and program confirmed that collection and processing facilities are in place to support these programs. (See Pages H-52– H-68)

Implementation of the 1994 Housing Element demonstrated the effectiveness of using local legislation to achieve housing policy. The single family residential design review process effectively conserved neighborhood character while supporting maintenance of an older housing stock. The Second Unit Amnesty program for conserving as affordable housing older second units in the single family zoned areas was established and actively implemented. Commercial properties were converting to housing in areas where residential uses were encouraged with overlay zoning. Through code enforcement on a multiple family project a mechanism for retaining affordability through a local non-profit housing provider was forged.

COMMUNITY OPPORTUNITIES

To insure the best opportunity for accomplishing the city’s fair share need of 565 dwelling units, the proposed action program for the 2001-2006 Housing Element builds on the successes of the 1994 work program. The most effective programs which form the basis of the 2001-2006 work program include: legislative (zoning) incentives to build housing and affordable units; continuation of existing effective programs for housing maintenance and affordability such as second unit amnesty and design review; code enforcement; and developing successful partnerships with non-profit housing providers. (See Pages H-69 – H-72)

HOUSING GOALS, POLICIES AND ACTION PROGRAM

The Housing Element's goals and policies describe the city's land use and development parameters for residential land uses. The action program for each policy describes the specific means and targets for each program to implement the city's housing policies between 2001 and 2006. The Housing Element is unique because a quantified five year work program is required. Each action program also has a specified time frame. These requirements form the basis of the annual progress report the city give to the City Council and state. (See Pages H-73 – H-89)

INTRODUCTION

BACKDROP

The City of Burlingame is a community of 28,100 located roughly in the center of the San Francisco Peninsula. Two of the five square mile area of the City is located in San Francisco Bay and protected from development. The City adjoins San Francisco International Airport, a major regional focal point and employer. An extension to the Bay Area Rapid Transit (BART) system is currently under construction just north of Burlingame's city boundary; within a third to half mile of developed areas of Burlingame.

Burlingame began as a "transit village", actually two such villages. The City got its start in 1908 at its two railroad stations, the main station at Burlingame Avenue and a secondary station at Broadway (annexed later). The city's civic center and largest commercial area focused on the Burlingame Avenue station and was quickly surrounded by single-family houses and summer cottages. The same was true for Broadway's more neighborhood oriented commercial district. In the 1920's, as the city grew, the single family houses closest to the civic center/downtown area were replaced with multiple family buildings. This pattern has continued. Today 51% of the city's residential development is in multiple family buildings, grouped around the train stations and along the major transit corridors, including El Camino Real (State Route 82) which carries buses the length of the Peninsula. Because of the city's location and its access to a variety of types of regional transportation including San Francisco International Airport and to major employment centers, it is not surprising that 52% of the city's housing stock is rented.

Burlingame is physically built out. Because there is no place to grow, Burlingame's population grew by only 5 percent in the past decade. Most of the physical growth since 1994 (dwelling units) can be attributed to in-fill development, primarily replacement of single family houses with apartment or condominium buildings located in transportation corridors or in areas proximate to the city's train stations. But while the total population did not change much, the proportion of the city's residents over 60 and under 18 shifted significantly, which affected the turnover and remodel/replacement of the city's older single family housing stock.

THE HOUSING ELEMENT

Each city and county in California is required to plan for the housing needs of all economic segments of its population. Article 10.6 of the Government Code sets forth requirements for a Housing Element, one of the seven mandatory elements of a local general plan. The substantive requirements for a housing element are set forth in section 65583 of the code. Recent amendments to the code require communities in the nine Bay Area counties to update their Housing Elements by December 31, 2001.

The law sets out guidelines for the preparation and adoption of a Housing Element. Local governments are required to "make a diligent effort" to involve all economic segments of their population in development of the Housing Element. The future local housing needs numbers for Burlingame which are to be addressed in the housing element were developed by the Association of Bay Area Governments (ABAG). Local governments are also directed by the code to address

this need by lowering barriers and encouraging the construction of housing for all economic segments of the population; but local governments are not required by State mandate to build housing directly or commit the city's operating funds to the effort of building housing.

HOUSING GOALS, POLICIES AND ACTION PROGRAM

The Burlingame Housing Element is a statement of community housing goals and policies. It outlines the strategies that will be pursued to implement the community's housing objectives during the planning period (2001-2006). The action program identifies the strategies to be pursued in conserving and improving the existing housing stock, in providing adequate sites for future housing; in assisting in developing affordable housing, in removing government constraints which might affect housing production and cost; and in promoting housing opportunities within the community. The goals, policies and action program for the 2001-2006 Burlingame Housing Element is included in this report as its own section.

Research Resources

Burlingame's current Housing Element was prepared in 1994. It was certified by the California Department of Housing and Community Development (HCD) that year. The present document is an update of the 1994 Housing Element. This updated element uses population data from the 1990 and 2000 US Census; housing and employment data from the 1990 census; income data from the 1990 Census and State Department of Housing and Community Development; projections from the Association of Bay Area Governments Projections 2000 forecasts for the San Francisco Bay Area; ABAG's Certified Final Regional Housing Needs Determination (RHND) Allocation, March 15, 2001; and current local attitudes and opportunities related to housing collected from local sources as referenced in the text. A list of all the data sources used in preparation of Burlingame's 2001-2006 Housing Element is included at the end of the document. (See Data Sources Section, Page H-68)

CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

The whole of Burlingame's General Plan or development policy is made up of nine elements. One of these is the Housing Element. It is essential that the goals and policies of all of the General Plan elements should be internally and mutually supportive. If the Housing Element as adopted makes other elements of the general plan inconsistent, they should be adjusted.

Together the other elements of Burlingame's general plan establish goals, policies, objectives and actions that affect housing. These other elements establish categories of net residential density which are confirmed on the plan diagram: low density up to 8 dwelling units per acre; medium density 9 to 20; medium high density 21- 50; and high density over 50 dwelling units per acre. Areas of the city are identified as having potential for medium high residential density include areas around the periphery of the Burlingame Avenue-Park Road center (including Subarea C of the Burlingame Avenue Commercial Area), around the Broadway shopping center, and as a part of the complex of actives in the Burlingame Plaza area (north end of Burlingame). Areas having potential for high density residential development are identified between Rollins Road and Carolan, as well as on the north and south sides of the Burlingame Avenue Commercial. Area. The areas identified for future housing development in the 2001-2006

Housing Element are consistent with this planned pattern of residential development. A review of the policies, objectives and actions of the other elements indicates that the proposed policies and implementing actions of this Housing Element are also consistent with the intent of these other elements.

Compliance with the San Mateo County Comprehensive Airport Land Use Plan, as amended, for San Francisco International Airport: Government Code Section 65302.3 requires that a local agency general plan and/or any affected specific plan must be consistent with the applicable airport/land use compatibility criteria in the relevant adopted airport land use plan (CLUP). The housing policies, goals, programs, and any other provisions to accommodate future housing development, as specified herein, do not conflict with the relevant airport/land use compatibility criteria contained in the San Mateo County Comprehensive Airport Land Use Plan, as amended, for San Francisco International Airport.

CIVIC ENGAGEMENT

To be effective housing policy must reflect the values of the community and must be the product of participation of a broad base of local interests. Burlingame's Housing Element update program included: two widely advertised public work shops, including direct invitations to all local and county-wide housing providers; an advertised and invitational open study meeting of Planning Commission; public hearings on the preliminary draft before the Planning Commission and City Council prior to initial submittal to the Department of Housing and Community Development (HCD); and, following action by HCD, publicly advertised study meetings and public hearings for adoption before both the Planning Commission and City Council.

All meetings to develop the 2001-2006 draft of the Housing Element were advertised widely, not only to local residents and organizations but to all non-profit housing providers, many union representatives and members of the development community. Among the agencies and organizations were: the Home Builders Association, Shelter Network, Call Primrose Center, Interfaith Hospitality Network, MidPeninsula Housing Coalition, Center for Independence of the Disabled, Habitat for Humanity, Human Investment Project, Burlingame Lions Club, HIP Housing, Supportive Housing Workgroup of SMC, Green Belt Alliance, NP Housing Association of Northern California, Housing Leadership Council of San Mateo County, and the Peninsula Policy Partnership. In addition, 180 Burlingame residents and business people were contacted directly and regularly notified of meetings and opportunities to participate.

All documents, workshop workbooks, recordings of workshops, workshop feedback reports, preliminary drafts and final drafts of the Housing Element are available on the city's web site www.burlingame.org, Planning Department Web Page. Through this medium residents can interact directly with staff and the commission regarding the content of any of these documents.

PREPARATION OF THE HOUSING ELEMENT

The Housing Element was prepared in house by City Planning Department staff with technical assistance provided by Jeff Baird of Baird + Driscoll Planning Consultants. Staff has spent more than 500 hours of time preparing the Housing Element at a cost of approximately \$47,000.00 (including staff time, public notices, document printing and consultant fees).

The Housing Element programs were developed building on the lessons learned through the implementation of the 1994 Housing Element and by widening the scope of the successful Housing Element programs.

PROFILE OF THE COMMUNITY

Key Findings:

- ❑ **Population:** Over the past 40 years, Burlingame's total population has remained fairly stable, but there has been an increase in diversity of the population and number of children, and a decrease in the elderly population.
- ❑ **Employment:** Burlingame's resident labor force and type of employment has remained stable over the decade; and the median household income has increased by 61%.
- ❑ **Housing Characteristics:** The cost of housing in Burlingame has more than doubled in the past decade. More than half the housing stock in Burlingame is over 40 years old, but despite its aging, the city's housing stock is well maintained as exemplified by the number of building permits issued for improvements during the planning period.

BURLINGAME TODAY

The Residents

Burlingame's resident population only started to grow recently. The City's 28,158 population in 2000 is only 3 percent larger than its 1970 population.^{1,2} The Association of Bay Area government's projections anticipate, however, that the city will continue to grow, reaching a population of 31,500 by 2010.⁵

With the turn toward growth, other aspects of the city's resident population have also changed since 1990:^{1,2}

- ❑ the population has become more diverse, with almost one-quarter (23.1%) minority;
- ❑ an increase in children under 18 to 19.2%, with almost a quarter of these under 5 years of age in 2000;
- ❑ a notable decrease (from 23.6% to 19.1%) in the number of residents over 60; and
- ❑ with the median age of Burlingame residents of 38.4 years, the city population is still older than that of San Mateo County (36.8 years).

Burlingame's residents live in 12,869 dwelling units, 51% of which are in multiple family structures and 52% of which are rented.⁹ The City's household characteristics reflect the more urban flavor of this "suburban" community.^{1,2}

- ❑ the average household size in owner occupied units (single family or multiple family condominium) is 2.58 persons; the average household size of rental units is 1.87 persons;

- ❑ the average number persons living in each household in Burlingame is 2.21, while the average in San Mateo County is 2.74 persons;
- ❑ just over half (55%) of the households in the city are families; and 7.7% of these family households are headed by single females, 45% of whom have children under 18 living with them;
- ❑ while overcrowding was minimal in Burlingame (1.4 to 1.8%) through the 1980's, in 1990 the census identified 3.7% of the city's dwelling units to be overcrowded, (33 units owner occupied and 425 units renter occupied);
- ❑ vacancy rate is one measure of housing demand, in April 2000 Burlingame's residential vacancy rate was 2.8%, compared to San Mateo County's 2.5% and the Bay Area Region's 3.5%; and
- ❑ in 2000 vacancy rates among owner occupied units was less than 1 percent (0.4%) and among rental units was 2.2%, indicating the strong demand for homeownership, even though the majority of the city's housing stock is rental.

Like the population, the City's resident labor force and type of employment was stable through most of the 1990's. While the new century has brought indications of growth along with unexpected economic challenges that may significantly affect the validity of the projections, available data provides some insights.

- ❑ 17,660 of the City's 28,158 residents are employed, with an average unemployment rate for the decade of the 90's of 2.8%;³
- ❑ between 1990 and 2000 the median household income as noted by HCD for San Mateo County increased by 61% from \$46,437 to \$74,900 from 1990 to 2000; ¹⁶
- ❑ the majority of the City's residents were employed in the service (34.8%), trade (22.1%) and finance (12.6%) sectors of the economy in 1990;²
- ❑ ABAG projected in Projections 2000, 960 new jobs in Burlingame by 2005, which will result in generating a housing demand for 303 dwelling units; and⁵
- ❑ the City's major employers are Peninsula Hospital (2,555 employees), the city's 6 major hotels (1,525 employees), and two food processing businesses (430 employees); the vast majority of businesses located in Burlingame employ fewer than 100 people.¹³

Housing Characteristics

The late 1990's was a "boom" period for new construction and residential remodeling in Burlingame.

- ❑ in 2000 there were 12,869 housing units in Burlingame;⁹
- ❑ over two-thirds (65.8%) of the city's housing units are more than 40 years old (8,022), built before 1960, and almost a third (32%) are more than 60 years old (4,041);⁹
- ❑ between 1994 and 1999, 152 housing units were added to the city's housing stock. Of these new units 102 were in multiple family structures and 2 were single family;⁹

- ❑ based on building permit activity in 2000, almost 8% of the city's housing stock was issued a building permit to make maintenance repairs or improvements that year alone;⁹
- ❑ the median cost of a single family house in Burlingame doubled from 1990 to 2000 from \$302,516 to \$811,418; the median cost of a residential condominium increased from \$186,083 to \$382,005 in the same time period;⁸ and
- ❑ average monthly rent in 2000 was \$1,950; the median gross rent reported in the 1990 Census was \$729.⁴

HOUSING NEEDS ASSESSMENT

Fundamental to Burlingame's housing policies and programs is an assessment of the components of the city's housing stock and the resident's needs. To determine the size and appropriate programmatic approaches, the needs assessment is divided into segments: household conditions, housing stock conditions, housing needs of special segments of the resident population, and evaluation of potential conversion of "affordable" units to market rate.

Household Conditions

Households by tenure: The majority of Burlingame residents are renters. In 1990 the census showed 6,457 householders were renters and 5,872 householders were owners. This means that in 1990 of the 12, 329 occupied units, 52% were occupied by renters. Because the family size of those living in rental units is smaller (1.82 persons), only 44% of the City's 1990 population lived in rental units. The 1990 census also showed that 79% of renters in the city lived in buildings with 3 or more units; 17% of the renters lived in single-family homes. More than half (55%) the renters in 1990 were between the ages of 25 and 44, and almost half (49.9%) lived alone while 31% lived with one other person. In the 2000 census it is noted that the average household size for rental units in Burlingame is 1.87, which is not a significant change from 1990's 1.82 average household size.

The demographics of homeowners in 1990 were different from that of renters. Over a third (38.6%) were over 65 years of age and only 8.5% were 25 to 35 years of age. Another 21.5% were 35 to 44 years of age. The average number of people per household among homeowners was 2.48. The 2000 Census shows that the average number of people per household for homeowners has increased to 2.58.

Between 1994 and 1999 Burlingame has added 117 new residential units; of these 31 (27%) have been multiple family rental units.⁹ Some of the residential condominiums built early in the decade were held by the developers and used as rental income properties; however, this trend stopped early on. Because of a strong real estate market in the most of the 1990's, it is assumed that the remaining 101 residential condominium units are now owner occupied.

Overcrowding: For those living in the city's rental units in 2000, the average monthly rent was \$1,950, compared to a median reported gross rent in the 1990 census of \$726.⁴ This represents an increase in rents of more than 150% over the decade. Such increases in rents can result in more people sharing space and an increase in overcrowded units, e.g. more than one person per room in a dwelling unit. However, if one compares average household size of owner-occupied and renter-occupied units in 1990 to 2000, the household sizes are similar. In 1990 the average household size for an owner-occupied house was 2.48 persons compared to 2.58 persons in 2000. In 1990 the average household size for a renter was 1.82 persons and in 2000 it was 1.87 persons. These numbers indicate that overcrowding as a housing problem has not increased significantly in Burlingame over the decade. Using the measure of more than one person per room for overcrowding, there were 458 overcrowded residential units in Burlingame in 1990. Given the similarity of average household size between 1990 and 2000, and projecting this number by the 5% growth in the City's population, 480 seems to be an acceptable target number for overcrowded units for the 2001-2006 Housing Element.

Affordability and Eligibility for Housing Assistance Programs: In 2000 the Association of Bay Area Governments published a projection of mean household income for Burlingame. Based on these figures (\$81,700) the incomes of half the households in the city qualify as moderate income e.g. annual income of 120% of San Mateo County median (\$74,900). In fact the upper limit on the moderate income category is \$89,900.

Among the groups in San Mateo County whose incomes are commonly below the median income for the county are:

Very Low Income

- Retired Couple (monthly income \$1692)
- Couple, employed full time at minimum wage (monthly income \$2167)
- Preschool teacher (monthly income \$1935)

Low Income

- Secondary School teacher (monthly income \$3,614)

Source: State of California, Occupational Employment Statistics Survey, Fourth Quarter 2000.

Affordability is a critical issue in housing need. When people cannot afford housing they double up (with more than one family or multiple roommates in a unit) and units become overcrowded or they make long commutes to work from areas where housing is more affordable. Life style is also an issue in affordability. If it takes two adults to pay the rent, and one wishes to stay home with the children; the family may have to move to afford the rent. This may mean a change in employment location as well because the cost of commuting can exceed the difference in rent.

A broader look by industries located in Burlingame shows annual average pay for workers. The California Employment Development Department publishes information by county on the employment and wages of various business and industry groups. The most recent of this data for San Mateo County is for 1997. The data is presented by number of employees and average annual pay by industry. A review of the data show that a number of industries providing services that are significant in Burlingame's economy have average annual pay for employees in the very

low and lower income level. Types of employment ranking the among very low income level (50% of county median income) are:

- Hotel/Motel employees
- Beauticians/Barbers
- Secretaries
- Building Maintenance workers
- Car Rental business employees
- Amusement and Recreational service workers
- Nursing care facilities workers
- Day care providers.

Among types of employment ranking in the lower income level (80% of county median income) are:

- Private elementary and secondary school teacher
- Dental office workers
- Car leasing
- Auto Repair
- Public elementary and secondary school teachers

Income levels are defined by size of household as well as percentage of county median income earned. In San Mateo County the median income in 2000 was \$74, 900. A single low income person could earn \$26,200 and a family of four, \$37,450 a year to qualify. A lower income individual could earn \$40,800 a year and a family of four, \$58,300 a year and qualify. A very low income family of four can afford \$936 a month in rent; a single person \$655. A lower income family of four can afford \$1457 a month in rent; a single person \$1020.

It is clear that many of the workers we depend on both in terms of the city's economic base and for our quality of life in Burlingame cannot afford housing in the city, rental or homeownership. Moreover, some professions thought of as being "well or highly paid" may have adequate incomes for individuals or couples; but become low or moderate income when stretched to cover the costs of a family of four. For example, the average annual wage in the computer programming business in 2000 was \$80,475. If that income were stretched to cover a family of 4, the family would be considered "moderate income" earning less than 120% of the San Mateo County median income of \$74, 900.

Households overpaying: While not located in the heart of Silicon Valley, Burlingame's location with easy access to San Francisco and San Jose, adjacent to San Francisco International Airport, has caused the housing stock to experience an unprecedented increase in owner value and rental cost between 1990 and 2000. The 1990 Census shows the median value of an owner occupied house in Burlingame to be \$461,800. The Sustainable San Mateo County yearly report card shows the median sales price of a single-family house in Burlingame in 2000 to be \$811,418. This indicates an increase in value of more than 75% over the decade. Rental housing, 52% of

the units in the city, has increased in cost to the renter over the decade by an even greater proportion. The median gross rent in 1990 was \$726 compared to the average monthly rent reported in the Sustainable San Mateo County Report Card for the year 2000 of \$1,950; a 169% increase.

Table H-1 - HOUSEHOLDS OVERPAYING FOR HOUSING IN BURLINGAME 2000

	1990	%	2000	%	% Change
Total Population	26,801		28,158		5%
Over 65	5,167	19%	4,287	15%	-17%
Total Occupied Housing Units	12,329		12,511		
Homeowners	5,872	48%	5,987	48%	2%
Under 65	3,608	61%	4,109	69%	14%
65 and Over	2,264	39%	1,878 ¹	31%	-17%
Homeowners Overpaying	1,373	23%	1,400	23%	2%
Under 65	1,166	85%	1,228	88%	5%
65 and Over	207	15%	172 ¹	12%	-17%
Renters	6,457	52%	6,524	52%	1%
Under 65	5,462	85%	5,698	87%	4%
65 and Over	995	15%	826 ¹	13%	-17%
Renters Overpaying	1,853	29%	1,872	29%	1%
Under 65	1,216	66%	1,344	72%	11%
65 and Over	637	34%	529 ¹	28%	-17%

¹ "Over 65" rows all assume Over 65 homeowners and renters decline as total Over 65 population declined from 1990 to 2000.

Source: Burlingame Planning Department 1990 and 2000 Census, Fall 2001

Using U.S. Census data for 1990 and 2000 as shown on the Households Overpaying for Housing in Burlingame 1990 and 2000 Table, it is estimated that 26% of Burlingame's household population is paying more than 30% of their gross annual income for housing. More renters, 29% (1,872 households) are overpaying than homeowners, 23% (1400). Because of the limited 2000 Census information on housing available, these estimates have been derived from 2000 data available and trends evident in the 1990 census, adjusted by the change in Burlingame's population over 65¹.

¹ The Association of Bay Area Governments (ABAG) published a report entitled Regional Housing Needs for the Bay Area, 2001-2006 Housing Element Cycle (June 2001). Table F-6 in Appendix F of this report provides information on low-income households overpaying for housing in San Mateo County. The table indicates that out of 1240 total low-income homeowners in Burlingame, 384 of them are overpaying for housing (31%). Out of the 2772 total low-income renters in Burlingame, 1256 are overpaying for housing (45.3%) However, this information from ABAG was based on 1990 Census data for income levels. The above analysis also takes into account more recent income information available from other sources and 1990 data has been adjusted by trends evident from the available 2000 Census data on population.

Homeowner Profile

Most of the homeowners in Burlingame have lived in the city a long time and purchased their houses many years ago. The 1990 census shows that over a third of the owner occupied units in the city have no mortgage; and 57.6% of the homeowners in the city had lived in their houses more than 10 years. In 1990 a much smaller proportion of the 5872 homeowners had just moved into Burlingame; in 1990, 6.8% of the homeowners had lived in the city less than a year. Another striking fact about homeowners in Burlingame in 1990 was their age. Over a third (38.5%) were over the age of 65. Many of these elder residents live on fixed incomes and as housing values rose over the decade, sold their homes. High rents in Burlingame and on the Peninsula discouraged many from staying in the area. This is reflected in the 17% decrease in Burlingame's elder population over the decade.

A small but significant portion of Burlingame's homeowners, often overhoused, are the large families e.g. those families with 5 or more persons per households. The 1990 Census shows that 391 large families owned homes in Burlingame. Projecting the number of large families by the 5% growth in the city's population; there would be 410 such large families owned homes Burlingame in 2000.

Renter Profile

The dramatic increase in the cost of rental units in Burlingame, a city with 51% of its housing in multiple family units and 52% of its housing units rented, is most notable. As reflected in the change in rents, the city's rental market has also changed its niche, with the median rents in the city in 2000 moving from affordable-to-moderate-income-wage- earners to market rate. At the time the 1994 housing element was adopted, a large share of rental units in Burlingame were affordable for households with moderate incomes. Since 1994 rents in the city have risen and are no longer as affordable. At today's rents, the typical single individual who rents in Burlingame will have to have an employed roommate to avoid paying more than 30% of their income for housing. Over the decade only 31 multiple family rental units were added to the city's housing stock.⁹ Therefore, most of this rental increase occurred in the city's older rental housing stock, affecting long-term renters the most.

Tenure among renters is strikingly different from homeowners. In 1990, a third (35.9%) had lived in the city less than a year and another third (37.1%) had rented in Burlingame 5 years or less. Only 4% had rented housing in the city for twenty years or more.

The most cost sensitive group of long term renters are the elderly population living on fixed incomes. In 1990, 15.4% (992) of the city's renters were over the age of 65; and over a quarter (26.6%) of the city's residents received social security income. The elder population of the city declined 17% between 1990 and 2000. One of reasons was the financial incentive offered by the dramatic increase in the value of owner occupied housing. This probably resulted in departure of more of the elderly homeowners than long-term elderly renters. The projected number of elder

renters in the city in 2000, is 826. Of these elder renters 526 are estimated to be overpaying e.g. paying more than 30% of their gross annual income on housing.

Another group of renters that frequently overpays for housing is larger families, households with more than five members. In 1990 there were 273 large family households in Burlingame who were renters. Over the decade the city's population grew by 5%. It is estimated that the number of large family households increased by the same percentage. Further projecting owner and renter proportions based on 1990 trends; it is estimated that 413 of these larger families are homeowners and 287 are renters.

Housing Stock Conditions

Housing units by type: There are 12,869 dwelling units in Burlingame (2000 US Census). Of these 51%, 6,563 units, are multiple family (more than one unit per structure) and 6,306 are detached single family houses on lots varying in size from 3,500 SF to 10,000 SF plus. The typical lot size in the city is 5,000 SF.

With 48.4% of its housing stock in single-family residential units, Burlingame was the only city in San Mateo County with less than one-half its housing stock in single-family units in 1990. Construction in Burlingame since 1990 has been dominated by multiple family units. Between 1994 and 2000, 117 dwelling units were added in Burlingame; and all, except 2 of them, were multiple family.⁹ So if anything, the predominance of multiple family units in the Burlingame market has increased over the decade.

Housing units in need of repair or replacement: Overall the high demand for living units in Burlingame has insured an unusually high level of maintenance for both structures with multiple family units and for owner occupied and rented single-family houses. Over half (57.6%) of the city's multiple family rental housing was built between 1950 and 1979; 20% was built before 1939. Given their convenient location to transit terminals with regional access for the great majority of these multiple family units, eleven of these rental units are in high demand as indicated by a 2.2 % vacancy rate in 2000. These apartment units are generally occupied by single workers or couples who commute to San Francisco or older, retired men and women who wish to live near shopping, regional transportation and community activity centers. All of these units have been well maintained, with only a few structural code enforcement actions a year.

Single-family housing is in greater demand than apartments in Burlingame. The vacancy rate among owner occupied units in 2000 was less than one percent (0.4%). The great majority (89%) of Burlingame's single-family homes were built before 1970. In fact, 46.7% were built before 1939; and over three quarters (78.7%) were built before the City's last major single-family tract, the Mills Estates, was developed in 1960. Given their location with good regional access, a superior school system, and sunny weather, all of the city's single-family housing units have maintained or increased their value. Because of the substantial increase in value over the decade

of the 1990's, many owners of older houses have reinvested their increased equity back into maintenance and remodeling. In 2000, building permits for maintenance or remodel improvements that required up grade to current building/fire code requirements were issued to 4.8% of the residential dwelling units in the city. Between 1994 and 1999 a yearly average of 6.25% of the total residential units in the city were issued permits for maintenance, remodel or improvements.

The city's code enforcement officer's annual reports for the past five years (1996-2001) indicate that he pursues 3 to 4 residential health and safety nuisance abatements a year including both single and multiple family units. Over a 5 year period this would represent 20 dwelling units with severe health and safety problems. His experience is that because of the size of Burlingame's older population (19%) and the fact that these older residents are frequently the original owner of the structure, these code enforcements are often maintenance issues which arise from age, illness and lack of economic resources of the property owner. There are no homes in Burlingame that need replacement due to dilapidation.

Special Needs Groups

The state mandates that the housing needs of special groups within the Burlingame resident population also be addressed in the city's housing policies and programs. These groups with special needs have been identified as: the disabled, the elderly, female heads of households, the homeless, large families, service workers and public employees, and farm workers. The housing needs of each of these groups are evaluated below for the purpose of identifying appropriate program assistance.

Disabled: The group documented in the 1990 census whose housing needs are most likely not to be met by the nursing facilities already provided in Burlingame are the residents with no work disability but with a mobility and self care problem. In 1990 there were 534 such city residents; of these 301 were between 16 and 64 year of age and 233 were over 65 years of age.

The 1990 census also provides some profile of the disabled residents in the city; and those residents most likely to be disabled are our elders. In 1990, 2,177 (8.1%) city residents were sufficiently disabled that they could not work and 842 (3.1%) had a disability that impaired their mobility. Of these two groups 60% (1,313) of those who were sufficiently disabled that they could not work were over 65 and 83% (703) of those with a mobility impairment were over 65. Between 1990 and 2000, Burlingame's elder population (65+ years) declined by 880 from 19.2% to 15.2% of the city's population. The 2000 population over 65 in Burlingame is 4,287. Because of this decline in the number of residents over 65, using the 1990 numbers as the basis for quantifying the care and housing needs of Burlingame's disabled population seems appropriate. Assuming disabled persons do not live together, the city would need 534 accessible living units for disabled persons in the work force.

Currently there are 521 nursing home beds in Burlingame, 60 licensed spaces in small group assisted living facilities, 90 assisted living units in a retirement home, and 371 nursing home/convalescent care licensed beds. Two of these facilities have been built since 1994 and provide 72 licensed beds for Alzheimer patients. These facilities support the needs of the city's more fragile, disabled elderly and younger residents who might need transitional assistance from the hospital.

Female Heads of Household: The number of female heads of household in Burlingame has decreased over the last ten years, as has the proportion of them with school age children at home. Census 2000 shows that 7.7% of the total population are female heads of household (967 households); with 45% (436 households) of these having children under 18 years of age at home. In 1990, female heads of household represented 13.7% of the population (1689 households), and 40% (676) of these had children under 18 years of age living with them.

Even with a reduction in the proportion of the city's population that are female heads of household, there remains a need to provide suitable housing for these 967 households. However a priority should be placed on those 436 households with children under 18 living at home.

Large Family Households: Another group that frequently has difficulty finding housing and overpays for it is larger families, e.g. households with five or more members. In 1990 there were 666 large family households in Burlingame. Of these, 59% were homeowners and 41% renters. Over the decade the city's population grew by 5%. It is estimated that the number of large family households increased by the same percentage. This would mean that there were 700 large family households in the city in 2000. Further projecting owner and renter proportions based on 1990 trends; it is estimated that 413 of these larger families are home owners and 287 are renters. Based on 1990 Census data, it is estimated that 23% of the city's homeowners are overpaying for housing in 2000; and 29% of the renters are overpaying. Extrapolating these proportions to large family households, 95 large family households who own their own homes are over paying for their housing in 2000. Among renters, 83 large family households who rent in Burlingame in 2000 are overpaying.

Table H-2: Estimated Large Family Households and Large Family Households Overpaying by Tenure in Burlingame in 2000

Total Households	12,511
Overpaying	3,272 (26%)
Owner Occupied Households	5,987
Overpaying	1,400 (23%)
Large Family Owner Occupied Households	413 (7%)
Overpaying ¹	95
Renter Occupied Households	6,524
Overpaying	1,874 (29%)
Large Family Renter Households	287 (15%)
Overpaying ²	83

¹ Overpayment estimate is based on proportion of all owner occupied units overpaying projected from 1990 (23%).

² Overpayment estimate is based on proportion of all renter occupied units overpaying from 1990 (29%).

Homeless: The Sustainable San Mateo County's Annual Report 2001 estimates that in 1998 there were 4,545 homeless persons in San Mateo County. Of these homeless, 3,694 were adults and 851 were children. The total number of homeless has not increased significantly since the 1994 count, which totaled 4,499 persons. However, this count does not include "doubled-up" households: those where potentially homeless persons are living with family or friends. The report indicates that the number of doubled-up households in San Mateo County has increased from 613 persons in 1996 to 18,769 persons in 1998.⁴

Because the homeless are generally a mobile population, it is difficult to count the number of homeless by city. The Call Primrose Center in Burlingame, an agency that provides social service assistance, estimates that there are 5 permanent homeless residents in the Burlingame in 2001. The 1990 Census recorded 2 visible homeless persons in the city. Data from the San Mateo County Interfaith Hospitality Network, which provides housing for five homeless families with children on a rotating basis at local churches (three in Burlingame) and whose administrative headquarters are in Burlingame, indicates that the category with the highest risk of homelessness is female-headed single parent households.¹² They note that the main causes for homelessness are the break-up of families and the loss of employment.

There are no permanent homeless shelters for the more mobile single homeless individuals in Burlingame. However, there is a new north county temporary seasonal shelter for single homeless that operates from December through March in South San Francisco, approximately 2.5 miles to the north of Burlingame. The new facility to open 2001 is located on the grounds of the San Francisco International Airport and can accommodate 90 homeless individuals a night. Burlingame contributed \$30,000 to the construction of this facility and contributes annually for its operation.

In addition the City of Burlingame makes annual contributions to community groups, located both in Burlingame and elsewhere in the County, which provide services to homeless individuals and families. In the 1999-2000 fiscal year, the city contributed \$2,000 to the Call Primrose Center, \$2,000 to the Shelter Network of San Mateo County, \$3,000 to the Samaritan House, and \$7,000 for operating purposes to the north county seasonal shelter.¹³

Service Workers and Public Employees: The major employers in Burlingame are those that rely heavily on service workers. In the private sector the major employers are: 5 major hotels (1,525 employees), Guittard Chocolate (230 employees), Sky Chefs a food processor (200 employees), and Coen Company a gas/oil burner manufacturer (111 employees). In the public sector the major employers are: Peninsula Hospital a public/private medical center (2,555 employees), the City of Burlingame (281 employees), and the Burlingame Elementary School District (230 employees). Burlingame also has a community downtown commercial center and two neighborhood shopping centers that support the city's residents. These areas are populated by small independent and chain stores, which are dependent on local service workers.

For public service employees the City of Burlingame is a typical example. The median city employee income is \$69,564.¹³ This is 121% less than the income needed to afford the median priced house for sale in 2001 in Burlingame. A survey by the Peninsula Congestion Relief Alliance Transportation Action Program done in 2000 found that 77% of employees of the city live outside of Burlingame. According to the Metropolitan Transportation Commission the average number of vehicle miles traveled to work in the San Francisco Bay region in 2000 is 18.7 miles. A total of 19% of the City of Burlingame's employees commute from a distance of 20 miles or farther. Currently, the City of Burlingame offers financial assistance for employees using mass transit to commute. As is true of other public employers in the City, Burlingame does not offer any housing assistance for employees.

In San Mateo County, the average rent for a one-bedroom apartment is 62% more than the monthly income made by a minimum wage earner.^{3,4} Based on figures from the Employment Development Department, workers in the employment categories that form the core of Burlingame's economy may be earning an hourly wage that makes them unable to afford housing. For example, the average annual pay in 1999 for a person employed in the retail trade in San Mateo County is \$26,614. This annual pay places a one-person family in the retail industry in the very low-income category as defined by HCD. In the services industry, the average annual income in 1999 was \$57,309. This annual pay places a family of four with a single wage earner in the services industry in the low-income category as defined by HCD. Based on housing costs in San Mateo County, such a family could only afford to rent the average priced one-bedroom apartment.

First-time homebuyers in the service and public sectors may be also excluded from the housing market in San Mateo County because of the high down payment required. A median priced home in Burlingame would require a 20% down payment of \$162,283. San Mateo County offers

several programs for first time home buyers, including a second mortgage loan program (START) and a mortgage credit certificate program (MCC).¹¹ However, the START program was initiated in 1994 with first-time funds and is currently inactive until the initial qualifiers repay enough of the loan money to re-open the program. The MCC program requires that the purchase price of a home cannot exceed \$269,000, where in Burlingame the median price of a condominium in 2000 was \$382,005.

Housing for Farm workers: There are no farms in Burlingame. The definition of farming also includes those working in forestry and wholesale horticultural businesses. While there are no wholesale horticultural or forestry businesses that employ manual laborers in Burlingame, the 1990 census shows that 1% of the city's residents declared their employment to be associated with farming, forestry or wholesale horticultural businesses. This low percentage, combined with the fact that Burlingame has no agricultural lands or farm labor housing within or adjacent to its incorporated limits, indicates that the number of actual farm workers in Burlingame is very small and, therefore, no there is no need for farm worker housing.

AT-RISK ASSISTED HOUSING DEVELOPMENT

Inventory of At-Risk Units

Section 65583 (a) (8) of the State Government Code requires an analysis of assisted housing developments that are eligible because of the expiration of Federal loan limitations to change from low-income to market rate housing during the next ten years. In Burlingame, there are currently no locally subsidized units at risk. The one apartment project financed with mortgage revenue bonds was converted to market rate housing in the 1980's. No additional mortgage revenue bonds have been issued in the city nor has the city undertaken any other housing programs that rely on funding which would allow projects to be converted to market rate units in the future.

PROJECTED HOUSING NEEDS

State law requires that a housing element quantify existing and projected housing needs for persons of all income levels within each community, including the community's share of the regional housing need by income level. The Association of Bay Area Governments (ABAG) is responsible for preparing estimates of local and regional housing need for additional units based on factors prescribed by State Law (Section 65884 or Article 10.6). The factors included in the division of the regional housing need into individual community assignment are: market demand for housing, availability of suitable sites and public-facilities, commuting patterns, housing type and tenure, and housing needs of farm workers. In addition ABAG looks at regional and local vacancy rates and at housing values and rents as indicators of market demand. Household projections are based on employment opportunities, availability of sites and commuting patterns. Type of housing is based on census data and regional projections.

Existing Housing Needs

Existing housing need for the addition of new units to Burlingame's housing stock includes two factors: (1), the number of additional units needed to replace substandard structures or substandard living conditions generally marked by overcrowding and overpayment; and (2) the number of units additional units required in Burlingame to insure the city meets its regional housing share responsibility.

Substandard Structures

The housing needs assessment documents that while Burlingame is built out at this time and the city's housing stock is aging, there is a high demand for housing reflected by both the cost and vacancy rate. The result has been that overall the city's housing stock is well maintained. It is estimated that since 1994, 40% of the single family housing stock has been demolished and replaced, had a major addition or been significantly maintained (wiring, plumbing, roofing, etc.). Based on past code enforcements for health and safety, it is estimated that the five year housing need for replacement of dilapidated and/or unsafe dwellings in Burlingame is 20 units.

Substandard Living Conditions

The housing needs assessment defines the scope of local households in need of housing assistance in 2000. Since these residents are living in Burlingame not all of these needs can be met by new residential construction. Moreover, because of the size of these needs, the city must establish target numbers for the five year work program. The two major conditions that result in substandard living conditions and/or life style are overpayment for housing and overcrowding. In many cases these two are related, since renters who lived alone may need to take in roommates in order to afford their housing or relatives who cannot afford rent may move in with a homeowner.

Overcrowding: In 2000 it was estimated that 458 dwelling units were overcrowded in Burlingame. This represents 3.5% of the city's dwelling units.

Overpayment: Households overpaying, paying more than 30% of their income for housing, are more difficult to estimate because of the lack of current census data. Based on 1990 data projected for the increase in households, it is estimated that there were 3,272 households overpaying for housing in Burlingame in 2000. This represents 26.5% of the city's housing stock. More than half (1,872) of these households were renters. Among the most economically challenged of these overpaying households are the elderly on fixed incomes. It is estimated in 2000 that there were 172 homeowners over the age of 65 and 826 renters over the age of 65 overpaying for housing in Burlingame.

Special Needs: Often the households that are overpaying and are overcrowded, include members of other groups which have special housing needs. The city's housing implementation program should address these specific needs as well. Because of the absence of 2000 Census data the numbers of these households in Burlingame in 2000 have been estimated based on 1990 Census data. It is estimated that in 2000 there will be 534 households with at lease one disabled member; 700 households with more than 5 persons; and 967 households headed by a single female, 436 of them with children under the age of 18. Special programs will be needed to address the housing needs of these groups.

Community Assignment: Regional Housing Share

State law requires that each community consider the housing needs of people of all income levels. In addition, State law requires that the regional housing needs should be balanced throughout the region so that individual communities will not be impacted with relatively high proportions of lower income housing.

ABAG has the responsibility of projecting the regional housing needs and identifying Burlingame's share for the 2001-2006 period based on the factors identified in State law. The five year housing need numbers include market rate housing as well as units for those with lower incomes. The projected need number is the number of new dwelling units needed in Burlingame to insure that the total expected regional household growth's housing need is met. The projected regional housing need number for the planning period for Burlingame is 565 dwelling units. The city's obligation includes addressing both space for 565 new units and for units with households among the 565 with different incomes. Burlingame's housing regional assignment for 2001-2006 by income category is:

Table H-3 – Projected Regional Housing Need by Income Category

Income Category	No. Units	Percent
Very Low	110	19
Low	56	10
Moderate	157	28
Above Moderate (market rate)	242	43
Total Current need	565	100
Average Yearly Need	75	

Source: Association of Bay Area Governments, letter ABAG Executive Certification of the Regional Housing Needs Determination (RHND) Appeal Process and Final RHND Allocation, March 23, 2001.

The Federal Department of Housing and Urban Development (HUD) has developed an income formula for determining eligibility for Federally funded housing projects. These same standards are used by the State of California and ABAG for determining householder income for below market rate housing. The eligibility categories are defined by percentage the family earns (adjusted by family size) of the median income in the county where they reside. The median income in San Mateo County for 2000 is \$74,900. Households earning less than the county

median income are determined to be eligible for housing assistance. The income limits for eligibility for 2000 are presented by number of persons per household.

Table H-4 – Federal Income Limits

	NUMBER OF PERSONS IN FAMILY							
	1	2	3	4	5	6	7	8
Very Low Income	26,200	29,950	33,700	37,450	40,450	43,450	46,450	49,450
Lower Income	40,800	46,650	52,500	58,300	63,000	67,650	72,300	77,000
Median Income	52,450	59,900	67,400	74,900*	80,900	86,900	92,900	98,850
Moderate Income	62,950	71,900	80,900	89,900	97,100	104,300	111,500	118,650

*Median Income standard is based on a family of four.

Source: U.S. Department of Housing and Urban Development (HUD) limits for income categories for low and very low income households, FY 2000 limits on March 9, 2000.

The income standard includes the requirement that households whose incomes are below the county median should not pay more than 30 percent of their incomes for housing. In areas like San Mateo County, where housing prices have been inflating over the past decade or more, finding safe and sanitary housing units within the reach of individuals and families whose incomes are below the median is difficult; and overpayment is an important issue in Burlingame's housing market.

HOUSING DEVELOPMENT ISSUES

Key Findings:

- ☐ Burlingame's zoning regulations and development fees are comparable to other communities on the Peninsula.
- ☐ Because of our location at the edge of San Francisco Bay, the regulations of outside agencies have come to play an increasing role which increases both processing times and construction costs.
- ☐ Because communities on the Peninsula are substantially built out, land and construction costs drive up the cost of housing.
- ☐ The city has been aggressive in implementing local conservation and recycling legislation as well as disseminating information on energy conservation programs offered by other agencies.

CONSTRAINTS TO DEVELOPMENT

Governmental Constraints

1. Land Use Regulations

General Plan: Burlingame's General Plan contains nine elements including all seven mandated by the State. The General Plan establishes land uses and land use densities for the City of Burlingame. A spectrum of uses is found in Burlingame, ranging from residential to industrial. Each land use identified in the General Plan corresponds with a zoning district which implements that land use and establishes criteria for the development of the use. Residential densities and corresponding zoning designations are as follows: single family uses (up to 8 dwelling units per acre) R-1; medium density (duplex at 9 to 20 units per acre) R-2; medium high (21 to 50 units per acre); and high density (51 plus units per acre) R-4.

There are two commercial land uses that allow residential uses above the ground floor, those are the uses designated as shopping and service and service and special sales. The implementing zoning districts for these land uses are the C-1 and C-2 zoning districts respectively. Residential group care facilities for the elderly are allowed in the C-1 and C-2 districts, as well as the R-4 and C-3 zoning districts. These areas are located near major transportation corridors in the City and are ideal locations for high-density housing.

Zoning Ordinance: The City of Burlingame has a zoning ordinance that sets forth requirements that can affect the type, appearance and cost of housing built in Burlingame. The zoning ordinance sets the standards for lot size, use, lot coverage, floor area ratio, setbacks, height, open

space and parking. In Burlingame, there are four residential zoning districts and five commercial zoning districts, two of which allow residential development above commercial uses, and one which has been specifically created as a mixed use zoning district (C-R), allowing all multi-family residential or mixed commercial/residential use. The three commercial zoning districts which allow mixed use are close to the City's major transportation corridors, encouraging residential development in these locations.

The minimum lot size in Burlingame is 5,000 square feet. There are some areas in the City, mostly hillside areas, where the minimum lot size is 7,000 and 10,000 square feet. There are also some nonconforming 3,000 and 4,000 square foot parcels in the City's older subdivisions. The lot coverage allowed for single-family development is 40%; and 50% coverage is allowed for multiple family development. Lot coverage on corner lots in R-3 and R-4 zoning districts is increased to 60%. Side setbacks requirements are based upon lot width ranging from 4 to 7 feet, and are required for all residential developments. The minimum front and rear setback requirement is 15 feet. Private and shared open space are required only for residential condominium developments. These requirements are on a per unit basis, with 75 square feet of private open space required per unit, and 100 square feet of common open space required per unit. Floor area ratio pertains only to single-family projects. Floor area ratio is based on a formula that varies by lot size, and takes into account the location of the lot (interior or corner), and the type of garage (attached or detached).

Unlike other cities in San Mateo County, over half of Burlingame's housing stock is multi-family units. The densities of the multi-family units vary from 20 units per acre, to over 50 units per acre. Except for the addition of residential condominium requirements for multiple family units in the 1970's, the zoning regulations for multi-unit developments have not changed much over the years. There is no design review required for multi-family dwellings.

Burlingame does not have density limits (units per acre) established by zoning in the residential zoning districts. The number of parking spaces that can be accommodated on a site is the ultimate determination of the maximum number of units on a multiple family zoned lot. The parking requirement in Burlingame is based upon the number of bedrooms, per unit. There is one and one-half spaces required for each studio or one-bedroom unit; two parking spaces required for a two bedroom unit; two and one-half spaces required for a three or more bedroom unit. Guest parking is required only for multiple family condominium projects, the number of spaces required is based upon the project size and can be taken from the required parking. Thus parking is one of the major limiting factors in developing high-density housing in Burlingame. Often parking in below grade structures is used to increase the dwelling unit densities in multi-family developments. The Code allows group residential facilities for the elderly to be built with 25% of the required parking per unit. There are currently no provisions for reduced parking for multi-family development near mass transit.

The height limit for residential structures in the R-1 and R-2 zoning districts is two and one-half stories or 30 feet, whichever is less. The R-3 zoning district has a height limit of four stories or 55 feet and the R-4 zoning district is six stories or 75 feet in height. A conditional use permit is required for any multiple family structure over 35 feet in height. This height review also pertains to structures in the C-1 and C-2 zoning districts. At the north end of the City near the new BART station in Millbrae, there is an aviation easement imposed by the FAA and SFO Airport. The maximum height in the portions of this area affected by the flight paths is limited to 60 feet for air traffic safety.

All future housing development in the City of Burlingame, within the area bounded by the following streets: Murchison Drive, Sequoia Avenue, Quesada Way, Davis Drive, Dufferin Avenue and California Drive, will require formal FAA review, per the FAA Form 7460-1 review process. The project sponsor shall be responsible for this requirement, at or before the time of project submittal to the city. The city will consider the FAA's evaluation and recommendation(s), as part of its review of the proposed project.

A second unit amnesty program has recently been adopted by the City Council to legalize existing second units on single family zoned (R-1) lots. The program was adopted for two years, until June 7, 2003. Burlingame first adopted a zoning code in 1921 when second units were allowed on R-1 zoned lots. In January 1954, R-1 district regulations were revised to allow only one dwelling on an R-1 zoned lot. Many of the second units were built during the housing crisis associated with World War II. The program seeks to retain these existing units as a legal part of Burlingame's housing stock. They are usually smaller, more affordable units that are ideal for single or elderly people with limited incomes. The intent of the program is also to make these units safe and sanitary for current and future tenants. In order for a second unit to qualify for the amnesty program it must meet certain criteria, including being able to conform to the requirements of the California Health and Safety Code. The amnesty process is primarily administrative and includes an inspection by the Building Inspector and notification to neighbors within 100 feet of the property. Appeals are resolved by the Planning Commission. If all the criteria are met and no appeals are filed, the unit is granted amnesty. With the grant of amnesty for a second unit, some limitations are placed on the property: including future expansion of the second unit and a requirement that one of the two units on-site is owner occupied.

As a part of the second unit amnesty program, one Planning Department staff member has been assigned as the key contact person for applicants seeking amnesty for their second units. Staff assists the applicant with the application process, including helping to research the age of the unit, helping to facilitate preparation of the necessary plans and forms, and providing information on County programs available for rental rehabilitation.

Single Family Residential Design Review: In 1998 the City Council adopted Ordinance 1602 implementing design review for second story additions, new construction and first floor additions which involve substantial construction in the R-1 zoning district; design review is

based on compliance with five design criteria. The intent of the guidelines is to preserve the original and unique patterns of the distinct residential neighborhoods in Burlingame. There is no design review for multiple family residential projects.

Homeless Shelters: The zoning ordinance provides the opportunity for homeless shelters in the R-3, R-4, C-1 and C-2 zoning districts. These districts allow temporary homeless shelters in conjunction with a church or nonprofit institution on those properties located along a transportation corridor. Most of the properties along El Camino Real are zoned R-3, and many of the community's churches are located along this corridor. El Camino Real (State Route 82) is considered a transportation corridor because it is a State Route arterial used by many transit modes which connect Burlingame with other cities along the Peninsula, from San Jose to San Francisco.

There are also many properties along California Drive which are zoned C-1 and C-2 and could accommodate temporary homeless shelters. California Drive is considered a transportation corridor because it offers frequent transit service and is proximate to the Caltrain stations at Broadway and Burlingame Avenues. It also provides direct access to the new BART station in Millbrae.

In October 2000, the City Council approved three applications for homeless shelters in existing churches and an application for a day facility for the homeless in an existing office building on El Camino Real. All of these facilities required a conditional use permit. The facilities have been in operation for more than a year and the programs have been operating successfully.

Transitional Housing for the Homeless: This type of homeless facility is longer term than a temporary shelter and generally provides housing for homeless people for up to six months to allow them time to save money and search for permanent housing and jobs. These types of facilities are often located in converted apartment buildings. In Burlingame, the R-3 and R-4 zoning districts provide opportunities for transitional housing by conditional use permit either by using the provision for temporary shelter for homeless facilities, or using the provisions for rooming and boarding houses. Sites zoned R-3 and R-4 are generally located along the transit corridors of El Camino Real (State Route 82) and California Drive.

An application for a conditional use permit for a temporary homeless shelter or transitional housing facility requires review by the Planning Commission. The applicant would be required to submit plans showing the building's layout and use, and operational information such as how many clients are served, the number of employees and volunteers, and hours of operation of any ancillary programs. The Planning Commission would hold a public hearing and determine if the project is in the public interest, and may impose conditions on the project to insure that its operation and use is compatible with the surrounding area.

The average processing time for conditional use permits is about 8 to 10 weeks. This time line is generally driven by the legal noticing requirements and available space on the Planning Commission's calendar. The Burlingame Planning Commission meets the second and fourth Monday of each month. The decision of the Planning Commission can be appealed to the City Council. If an application is appealed to the City Council, three weeks is added to the processing time because the City Council's appeal hearing also requires public noticing.

Shelter Network, a non-profit organization which operates programs providing both emergency shelter and transitional housing throughout San Mateo County, now operates three transitional housing facilities. Two of these operate in converted apartment buildings, and one is a new facility. The facility located in Daly City serves northern San Mateo County with housing and services for 12 families, the facility in Menlo Park serves southern San Mateo County with services for 23 families, and the facility in Redwood City serves central San Mateo County from Burlingame to Redwood City with housing and services for 9 families. The City of Burlingame contributes financial support to Shelter Network in its annual budget.

2. Building Codes

The City of Burlingame applies the 1998 California Building Code (CBC) and California Fire Code (CFC) to review minimum health and safety standards for residential and commercial construction projects. There are local amendments that require more restrictive standards for certain items. The local amendments that apply to housing include a requirement for the installation of automatic fire sprinkler in all residential developments larger than 5,000 square feet in area and for structures taller than three stories. For all structures, residential included, all storm water roof drainage must be collected and conveyed to the public storm water system. There are seismic standards applied, and extra engineering may be required for structures in the hillside areas. Because Building and Fire Code standards are established for life safety reasons, it is not reasonable to consider not complying with the Code in order to reduce housing costs.

Burlingame enforces energy conservation standards enacted by the State. The standards may increase initial construction costs, but will reduce household costs over the long term by reducing energy costs.

Burlingame has one code enforcement officer. Most of the code enforcement in Burlingame is complaint driven, but there is some active enforcement initiated by the code enforcement officer based upon observation. It is unlikely that the code enforcement in Burlingame would have a negative impact on the long term affordability of the City's housing stock.

3. NPDES (National Pollutant Discharge Elimination System) Requirements

Burlingame is located at the foot and along the east side of the coastal ridge between the Pacific Ocean and San Francisco Bay. Four creeks drain the area directly into San Francisco Bay. For

these reasons, runoff and water quality are important considerations in development and construction. The Clean Water Act of 1972 prohibits the discharge of stormwater into United States waters unless the discharge is in compliance with a National Pollutant Discharge Elimination System (NPDES). To meet its mandate from the State, the City of Burlingame, has joined with the other cities in San Mateo County, to obtain a regional discharge permit from the State Water Quality Control Board (SWQCB) for stormwater water discharge. In order to reduce non-point pollution sources, each construction project is required to implement “best management practices” on job sites to minimize erosion, stop contaminated run-off and control construction site pollution. NPDES requirements also encourage site planning including swales, detention ponds and other design elements that can be incorporated into project design to reduce storm water run-off and contamination. The City of Burlingame requires all stormwater run-off to be collected and channeled into a public storm water system. It is expected that with the City’s permit renewal in 2003, there will be more restrictions on private developers during construction to include residential development. These new requirements may increase the cost and timing of construction.

The impact of the current requirements will require additional site planning, post construction controls and maintenance that will likely result in additional time and expense to developers.

4. On and Off-Site Improvements

On and off-site improvements also add to the cost of development projects, and are usually required before a building permit can be signed off for occupancy of a structure. Residential developments in the City of Burlingame are required to meet City standards for curb cuts, which is a width not exceeding 25% of the lot dimension or 16 feet for a two-car garage. As stated above, all storm water roof drainage must be collected and conveyed to the public storm water system. Sewer laterals are required to be tested upon sale and replaced all the way from the house to the City clean out for all new residential buildings. For single family residential and duplex projects, the City’s urban reforestation ordinance requires that one landscape tree be planted on-site for each 1,000 square feet of floor area. For multiple family residential projects, one tree is required for each 2000 square feet of floor area. These trees can be 15 gallon up to 24" box size when planted. For properties along El Camino Real (State Route 82), sidewalk and curb cut changes require Caltrans approval.

5. Environmental Requirements

Burlingame is mandated to follow the procedures set forth in the California Environmental Quality Act (CEQA). Since two square miles of the City is under San Francisco Bay water, the City has a substantial bay edge. Four creeks drain the coastal range to the bay through the City. Sites that have unusual topography and/or sensitive habitat may require in-depth review and special studies to evaluate the environmental impacts of a proposed project. This can add additional costs to a project. Residential properties containing a creek that are proposing

significant alterations or culverting of a creek are also required to obtain approval from the California Department of Fish and Game and the U.S. Army Corp of Engineers.

Potential development sites with sensitive habits, endangered species, or significant environment problems are generally not recommended sites for affordable housing. For example, steeply sloping sites in the Burlingame Hills that may be available for housing would be quite expensive to develop because of geotechnical problems.

6. Fees and Exactions

The costs involved with development in the City of Burlingame include planning and building plan check and permit fees; utility service fees, school fees and a recycling fee. The City does not have park dedication fees or bedroom tax, as do many cities. The City has no exactions on residential developers to provide public art or sound walls.

It has been the policy of the City Council to subsidize the Planning permit process to encourage residents to apply for and receive permits before they begin construction. As a result Burlingame's planning processing fees remain among the lowest in San Mateo County.

Planning Fees: The Planning Department fees required for residential development include the following:

Table H-5 – Burlingame Planning Fees

Application Type	Zoning District	Fee
Design Review Fee	R-1 districts only	\$200
Design Review Deposit	R-1 districts only	\$500
Variances	R-1 and R-2	\$100
Variances	all other districts	\$150
Special Permits	all districts	\$200
Conditional Uses	all districts	\$200
Rezoning	all districts	\$200
Minor Modification & Hillside Area Permit	all districts	\$100
Initial Study	all districts	\$50
Categorical Exemption	all districts	\$25
Negative Declaration	all districts	\$100
Negative Declaration With Responsible Agency	all districts	\$500
Condominium Permit	residential districts all other districts	\$100 \$150
Public Noticing	R-1 and R-2 districts all other districts	\$35 \$60
Environmental Impact Report	all districts	\$ 7,500 deposit

Source: Burlingame Planning Department, 2001

Burlingame's Planning Department is not funded by fees, rather by general funds. The cost of planning is subsidized in Burlingame, with the fees collected for projects not nearly covering the cost of staff time to process such projects. A comparison of residential planning fees from other cities in San Mateo County is listed below.

Table H-6 – Development fees for other cities in San Mateo County

	Design Review	Variance	Conditional Uses	Initial Study	Negative Declaration
Belmont	\$2,537	\$2,536	\$2,536	\$2,097	\$795 (mitigated 130% of cost of contract)
Burlingame	\$200 + \$500 deposit	\$100	\$200	\$50	\$100
Daly City	\$800	\$300 + \$100 per acre	\$300 + \$100 per acre	\$145	\$350 or actual cost + 25% overhead
Foster City	\$150 + fee based upon scope of work	\$200	\$200	\$125	\$125 or actual cost
Millbrae	new constr \$750 + supplemental cost (min \$321.50) room add \$540 + supplemental cost (min of \$230)	\$335	\$335	\$87	\$332 + 105% of actual cost/ \$2,150 + 105% of actual cost
Redwood City	\$50 (1-3 units) \$250 + \$25/unit	\$400 new res. \$200 res alt	\$400	N/A	\$1,500
San Bruno	\$425	\$600	\$500	\$18.75	\$400
San Carlos	\$545 new construction \$55 minor alt	\$545	\$630	N/A	\$1,135
San Mateo	\$1,909	\$218	\$218	\$1,909 + consultant fees	\$1,909 + consultant fees
South San Francisco	\$215	\$385	\$350	\$100 + consultant fees	\$75 + consultant fees

Source: Burlingame Planning Department, 2001

Building Fees: Building permit fees are charged on a sliding scale that is based upon the valuation of the project, plus plan check fees. The estimated valuation of a project is checked against a minimum valuation of \$102.18² per square foot for residential development. The basic plan check fee is 65% of the building permit fee. The energy plan check fee (when applicable) is an additional 25% of the building permit fee. The basic fee for electrical, plumbing and mechanical permits is \$25 dollars, with additional fees charged on a line item basis.

Recycling Fees: Ordinance No. 1645 was adopted in December 2000, by the Burlingame City Council in order to meet the goals of the California Integrated Waste Management Act of 1989, which requires all California cities and counties to divert 50% of waste they generate away from landfills. The City's recycling ordinance requires that 60% (by weight) of all waste generated

² The basis for valuations are set annually utilizing building valuation date published in "Building Standard" magazine, the official publication of the International Conference of Building Officials.

from demolition and new construction be reused and/or recycled, and that a minimum of 25% of structural material (excluding concrete, asphalt and dirt) must be recycled.

Prior to permitting, applicants must complete a recycling and waste reduction form, then a City employee makes a site visit to verify the estimated waste anticipated to be generated by the project. The applicant is then required to pay a deposit at the rate of \$50 per ton of waste generated. For example, if a project is estimated to generate 10 tons of debris, the deposit would be (\$50 X 10 tons) \$500, and 5 tons is required to be recycled. All recycling, reuse and disposal must be documented by receipts, weight tags or other records. If the recycling goal is met, the full deposit is refunded, however if the recycling goal is not met only a proportionate amount of the deposit will be returned. Some waste materials can be sold by the developer to offset his/her additional cost of removal caused by recycling.

Public Works: Public Works fees associated with housing development typically include sewer connection fees which are \$143 for a single family dwelling or duplex and \$109 per unit for multi-family structures. Water meter and service connection fees can range from \$1,050 to \$2,575 depending on the size of the service and meter required. Sidewalk and special encroachment fees are \$10 for properties in the R-1 and R-2 zoning districts and \$50 for multi-family zoning districts. Fees for street frontage improvements commonly associated with housing development, including sidewalk, curb, gutter and curb drain modifications, are \$25 for changes to 150 square feet or less.

School Fees: Two school districts serve Burlingame: the Burlingame Elementary School District and the San Mateo Union High School District. School fees are collected to offset costs of rehabilitation and maintenance of school buildings, with 60% of the fees collected going to the elementary school district and 40% to the high school district. Fees are collected on all new construction projects and residential remodels in Burlingame that add 500 square feet or more. Residential school development fees for three stories or less are \$1.93 per square foot, and commercial and residential project greater than three stores are charged \$.31 per square foot.

7. Process and Permitting Procedures

Planning Process:

Single Family Construction

Burlingame adopted interim single family residential design review guidelines in 1998 for new single family construction and second story additions in the R-1 zoning district. The process was revised slightly to include first floor additions involving substantial construction and to expedite processing times, and was made permanent in April 2000. The intent of the guidelines is to preserve the original and unique patterns of distinct neighborhoods through consistency of character in individual homes to allow protection of each homeowner's investment when future projects are initiated. The process requires that all qualifying projects go before the Planning

Commission in a design review study meeting, with notice to all neighbors within 300 feet. The project is either referred to a design review consultant or the project is moved forward on the Planning Commission calendar for action. The Planning Commission action is appealable to City Council. The average processing time for a project that is not referred to a design review consultant is 56 days. Approximately 26% of the projects requiring design review are sent to a design review consultant. The average processing time for these projects is approximately 162 days. These average processing times include “out of court” time in which the applicant is revising drawings. Design review does not apply to duplex or multiple family residential development.

In addition to design review, applicants may request exceptions to the zoning code in the form of variances, conditional use and special permits. A variance is generally a measurable standard, such as parking space dimension or front setback dimension. Special permits and conditional use permits are more discretionary.

The average processing times for these types of applications is about 8 to 10 weeks (56 to 70 calendar days). This time line is generally driven by legal noticing requirements and Planning Commission hearing availability. The Burlingame Planning Commission meets the second and fourth Monday of each month. All applications require two meetings before the Commission; one for design review study and one for action. Three weeks is added to the review time if a decision is appealed to the City Council because of the requirements to comply with the Ralph M. Brown Act provisions.

There are two administrative processes in Burlingame: minor modifications and hillside area construction permits. Minor modifications are similar to variances, but are for minor encroachments beyond the established development regulations. For example, you may seek a minor modification rather than a variance for a 1 foot extension into the required side yard. In the hillside areas of the City, any construction requires a hillside area construction permit. The intent of this process is to allow opportunity to review construction for its affect on existing distant views from inside structures on nearby properties. Administrative permits are noticed to immediate neighbors (within 100 feet). If there are no appeals within 7 days, the permit is issued administratively. If a neighbor wishes to appeal the project it moves on to full review with a public hearing before the Planning Commission. An administrative permit review which is not appealed takes about 16 days.

Multiple Family Construction

Residential Condominium permits: All proposals for condominiums, residential or commercial, require a condominium permit. The Planning Commission and City Council must approve the project based on the following criteria: conformity with zoning regulations and General Plan densities, its effect on surrounding community, impact on schools, parks, public utilities, streets, traffic, and submittal of legal tentative parcel map approved by the City Engineer. Condominium

projects must also meet certain development criteria such as common and private open space, as well as greater setbacks than is required for apartments.

Apartment Development: Apartments are allowed by right in the R-3 and R-4 zoning districts, assuming all development standards of the district are met. If an apartment project meets all zoning code requirements, the process can be ministerial and will only require review by the Planning Commission if environmental review is also required. There are no requirements for common and private open space in apartment projects.

The California Environmental Quality Act allows categorical exemptions for projects involving four or less units, and for larger infill projects which meet certain criteria. For those larger developments which do not meet the infill criteria, the environmental review process may add time to development projects, as discussed above.

Plan Check: The City of Burlingame offers a parallel plan check process which allows applicants by their choice to submit construction plans to the Building Department while they are simultaneously going through the zoning review process. The intent of providing this option to the public is to expedite the review process. However, there is a risk involved with this process in that plan drawings and engineering and structural calculations may be required to be redone should the action of the Planning Commission cause a substantial change to the project. Additional plan check fees are charged for revised plans. There is a 7 day performance standard for Planning Department review of building permit applications.

Public Works: Since Burlingame operates its own wastewater treatment plant, and it must meet the operating requirements of the San Francisco Region Water Quality Control Board, it is a part of the City's permit that a sewer lateral test be completed prior to the sale of a house that is 25 years old or older and before renovations occur where 2 or more plumbing fixtures are added. Typically these tests cost \$20, in addition to any repairs or line replacement required.

Coastal Zone Requirements: A portion of Burlingame is adjacent to the San Francisco Bay, which is considered part of the State of California's Coastal Zone. The San Francisco Bay Conservation and Development Commission (BCDC) has authority over the portion of the Coastal Zone which is adjacent to San Francisco Bay.

The area along Burlingame's San Francisco Bay frontage is zoned C-4, Waterfront Commercial, which allows development of hotels, offices, restaurants and commercial recreational uses. There is no housing allowed within the area that falls within BCDC's jurisdiction.

4. Constraints to Housing for Persons with Disabilities

Existing Regulations

- a. Building Code: The City of Burlingame has adopted the California Building Code and California Fire Code, 1998 Edition for reviewing construction plans. Burlingame has adopted amendments to the California Building Code which relate to the appeals procedure and requirements for lighted street addresses, roof covering, drainage, reroofing, retaining walls, slab thickness, bracing framed walls and suspended ceiling upgrades. None of these amendments would impact additions of accessibility features to a home or upgrades required for a group home.

Building code regulations are established to provide minimum health and safety standards for structures. These minimum standards for occupancy and exiting must be met for any group home occupancy in a single family residence.

The Building Code and Federal ADA standards require that certain accessibility amenities for persons with disabilities be included in new construction and improvements to property.

- b. Zoning Code: Per State law, the Burlingame zoning ordinance allows licensed care facilities, including group homes with up to six residents, by right in the R-1 and R-2 zoning districts. Since these facilities are considered a "single housekeeping unit", no additional parking is required for this use, the group home only needs to meet the parking requirement for a single family home (one or two covered and one uncovered parking space, depending on the number of bedrooms). There are no City restrictions on the distance between two (or more) group homes. The City does not have occupancy standards that apply to unrelated adults and are not required of families. The maximum occupancy for a residential use is based on the safety requirements of the fire and building codes.

Group residential facilities for the elderly are allowed in the multiple-family R-3 and R-4 zoning districts with a conditional use permit. Parking for group residential facilities is required at the rate of one parking space for each three dwelling units, or one for each four lodgers, if separate units are not provided. This is about one-third of the parking required for an apartment building. Rooming and Boarding Houses are also allowed with a conditional use permit; they have a parking requirement of one space for each rented room for the first four rooms, plus one space for each two additional rooms.

All residential zoning districts require building setbacks from property lines and are limited in the area of the lot that can be covered by structures. Generally, all structures over 30 inches high, including the portions of such ramps which are over 30 inches above

grade, are subject to the setback and lot coverage requirements. At least a portion of ramps and landings installed to provide access for the disabled are over 30 inches high and would be required to meet the lot coverage and setback requirements.

5. Opportunities to Remove Constraints to Housing for Persons with Disabilities

To improve the options for housing for persons with disabilities, there are three issues which could be addressed through amendments to the zoning code. The first is to expand the opportunities for group homes serving more than six residents in the R-3 and R-4 zoning districts. The second issue is to remove zoning constraints on the addition of ramps for accessibility. The third issue is to develop a process in the Public Works Department for requesting disabled parking curb markings in the single family residential areas for qualified disabled persons.

- a. Expand the Opportunities for Group Homes in the R-3 and R-4 Zoning Districts: It is recommended that the city consider zoning code changes to add incentives for group homes for the disabled in the R-3 and R-4 zoned districts. The group home for the elderly classification which is already listed as a conditional use in these zones could be used as a model. The analysis to arrive at the defining requirements would include the possibility of establishing standards for the approval of group homes to measure how such a facility would fit in to the neighborhood in which it is located. In establishing these guidelines for new requirements, the City would seek input from disabled persons and other members of the community.
- b. Amend the Zoning Code to exempt from setbacks and lot coverage ramps which are required to provide access for persons with disabilities. This amendment would facilitate the retrofitting of an existing residence both for a group home use or for the use of the current occupant of a single family residence.
- c. Establish a process for requesting disabled parking curb markings in the single family residential areas for persons with disabilities.
- d. Conduct a formal analysis of current zoning and development standards to identify potential barriers to housing for persons with disabilities. This analysis would look at the Conditional Use Permit process and standards for siting of group homes for more than six persons.

Non-Governmental Constraints

1. Environmental

Geotechnical/Noise: The topography in Burlingame goes from the waters of San Francisco Bay to the coastal range foothills. Four creeks drain from the coastal range, through the City, to the bay. In Burlingame the face of the coastal range is divided into large-lot single-family dwellings. Due to the steep slopes and shallow underground streams, some areas are vulnerable to land slides during the wet weather. The hillside area is divided into larger lots (10,000 SF minimum). Developments on these lots require additional seismic and structural engineering features. The flat land areas in Burlingame are subject to a high water table and, in some areas to short term flooding. These constraints increase the cost of building housing in some areas.

Certain areas of the City are also subject to high noise levels. These areas include sites close to US 101, the Cal Train rail line, and areas subject to over flight from planes departing San Francisco International Airport. A larger area of the flat land and upward sloping area at the north end of the City are also subject to back blasts (low frequency) noise from departing airplanes. Housing development in these areas will require noise mitigation, which also adds to increased housing costs.

2. Land and Construction Costs

Housing and land costs within San Mateo County have dramatically increased since the mid 1990's. This is due in large part to the rapid growth of high-technology businesses in the Bay Area region, particularly on the San Francisco Peninsula. The increase in the employment and housing demand has been more dramatic than anytime in the past twenty years, with housing costs rising much faster than household income levels. Until recently, the cost of land has steadily increased, with a 15% price increase from 1999 to 2000. However with the loss of jobs since January 2001 in the high-tech sector, it is forecast that sales price growth in the Bay Area will slow to 3% to 4%³ this year.

In general lots are small in Burlingame with the typical lot between 5000 and 6000 SF. There are fewer than 30 acres of vacant undeveloped land in the City, and most new development will occur by re-use of already developed land. It has become common practice to see proposals that include the demolition of a single family dwelling and reconstruction of a larger single family dwelling on the lot. Lots with old dilapidated structures have been sold in the last year for as much as \$680,000, with the intention of demolishing the structure and building a new single family dwelling. Many of these proposals are made by developers who intend to market these homes on the high-end real estate market. The sale price of these speculative homes commonly exceeds the million dollar mark. Due to the scarcity of vacant lots in Burlingame there has been a net gain of two single family dwellings in the City of Burlingame between 1994-2001.

³ Marcus & Millichap, news release April 30, 2001

The largest increase in residential units has been in the multi-family zoned areas. Between 1994 and 1999, 115 multi-family units were added to the City's housing stock. Forty percent of these new multi-unit developments were on parcels that previously contained single family dwellings.

The cost of construction for residential development has dramatically increased since the mid 1990's as well. The economic boom in the technology industry sparked a large demand for office space in the Bay Area in the late 1990's. The demand for general contractors as well as subcontractors became so great, that many people with residential projects had a hard time finding and retaining contractors. This drove the cost of construction up significantly, for both single family and multi-family development. Building construction costs are estimated by the Building Department to be \$102.18⁴ per square foot for single family residential development.

3. Financing and Affordability

The median price for a condominium in San Mateo County in 2000 was \$360,000, an increase of 80% over the 1991 price of \$200,000. The median price for a single family detached home in San Mateo County in 2000 was \$600,000. The average price for a single family detached home in Burlingame in 2000 was \$811,418, and in 1990, the average cost was \$302,516. This represents a 149% increase in the average home price since 1990. Rents increased 95% since 1991 when the average rent for a two-bedroom apartment in San Mateo County was \$1,000, and in 2001 it is now \$1,950. The median household incomes for San Mateo County increased 61% since 1990, from \$46,438 to \$74,900.

Assuming a 20% down payment, a \$811,418 home financed for 30 years at 7.14%⁵ would require a monthly payment of approximately \$4,374, and an annual household income of about \$233,000. According to census data the median household income for San Mateo County in 2000 was \$74,900.

In San Mateo County "affordable" housing is defined as that with a contract rent or price affordable to low and moderate income households, based upon: rent not exceeding 30% of monthly income and monthly mortgage payment not exceeding 33% of gross monthly income. In the second quarter of 2001 sales activity of homes has slipped, however the median home price in the Bay Area is still increasing, but at a slower rate⁶. The home sales and rental market are both normalizing after experiencing extreme growth in the past several years. Although mortgage rates have dropped significantly from 8.29% in June 2000 to 7.14% in June 2001 for fixed 30-year mortgage and from 7.24% in June 2000 to 5.80% in June 2001 for an adjustable mortgage⁷, because of the high house prices ownership is still out of reach for most County residents.

⁴ The basis for valuations are set annually utilizing building valuation date published in "Building Standard" magazine, the official publication of the International Conference of Building Officials.

⁵ California Association of Realtors, July 25,2001

⁶ California Association of Realtors, July 25,2001

⁷ California Association of Realtors, July 25,2001

Housing Funding Opportunities

Because the City's population is less than 50,000, Burlingame does not receive Federal housing assistance money (Block Grant/CDBG) directly. However, the City does have an administrative agreement with San Mateo County, which is the recipient of the CDBG funds for the unincorporated county and all the jurisdictions too small to receive Block Grant funds directly.

Although the City of Burlingame does not offer assistance directly to first time homebuyers; the City does participate with the County consortium in a Community Development Block Grant program funded by the Federal Government, which provides some first time homebuyer programs.

The San Mateo County Office of Housing and Community Development is the lead agency for the Consortium. San Mateo County HOME Consortium receives federal block grants from which they fund housing projects. The Home Investment Partnership Program (HOME) is one of the more active loan programs operating in the county. The participating cities, along with the unincorporated area of the County compete for funding from this grant. The local jurisdiction in which a project is funded, must match 25% of the Federal funds. Projects seeking funding from the block grant must complete a request for proposal (RFP) that is reviewed by the HOME Program Review Committee that formulates recommendations to the Board of Supervisors. The Board of Supervisors makes the final decision on which projects are to be funded.

The other main programs operating in the County are the START program and the Mortgagee Credit Certificate Program (MCC). The START program began in 1994 with 3 million dollars from the County General Fund and another 2 million from a HUD grant. It is a second mortgage loan program that will provide a loan for up to 25% of the purchase price, not to exceed \$286,100 or \$35,000, whichever is less, at a 3% interest rate for 30 years. There are no payments or accrued interest for the first five years. These funds were loaned out to 125 purchasers that met the program requirements. All original funding has been exhausted and the program is now awaiting additional funding. The maximum income of applicants for this program can not exceed 120% of the median income (moderate income).

Another County program for first time homebuyers is the Mortgage Credit Certificate Program (MCC). This program is a tax credit certificate that is issued by San Mateo County Department of Housing and Community Development to eligible homebuyers. The certificate allows a tax credit equal to 15% of the annual mortgage interest paid on a home loan, with the remaining 85% of the mortgage interest still eligible to be taken as an itemized deduction. With this benefit, new homeowners may wish to adjust their Federal tax withholdings, resulting in more spendable income each month. In order to qualify for this program, applicant's total gross household income cannot exceed \$57,600 for a 1 or 2 person household, and \$66,240 for a 3 or more person household. The purchase price can not exceed \$269,500 for an existing dwelling or \$369,100 for a newly constructed dwelling. Due to the high cost of housing in Burlingame, it may be difficult to find a property that would meet the criteria for the above stated programs.

The Metropolitan Transportation Commission has recently created a planning grant program called Transportation for Livable Communities (TLC). New residential development within ¼ to ½ mile of transit terminals is targeted with this program. Planning grants are available under this program to provide funding for small-scale transportation projects such as streetscapes and pedestrian, transit and bicycle oriented improvements for compact housing developments to help revitalize local communities. MTC offers up to \$75,000 per project, however a local match is required for the planning work.

Human Investment Project for Housing (HIP) is a non-profit organization located in San Mateo County that has programs to assist people with special needs, either from income or circumstance, to live independent, self-sufficient lives in decent, safe, low cost housing. HIP Housing has a homesharing program which provides matches for home providers and home seeker who will pay rent, as well as home seekers who agree to provide services in lieu of paying rent. The property development program works with local jurisdictions to identify, acquire, and rehabilitate existing multi-family properties in order to expand the availability of affordable housing and upgrade and maintain existing affordable housing. The home equity conversion program provides loans and educational counseling to older homeowners to help them make use of the equity in their home without requiring them to move.

There are several other grants and low interest loan opportunities that are available for housing rehabilitation, construction, acquisition, and preservation in the City of Burlingame. Many of these funds are accessed through the County Office of Housing and Community Development, like the HOME program described above. An example of some of the other programs that Burlingame residents could qualify for include; CalHome Program California Indian Assistance Program (CIAP), California Self-Help Housing Program (CSHHP), Downtown Rebound Planning Grants Program, Economic Development/Jobs-Housing Balance Program, Emergency Housing Assistance Program (EHAP), Federal Emergency Shelter Grant Program (FESG), and Multifamily Housing Program (MHP). Appendix C provides additional information on housing funding in San Mateo County.

ENERGY CONSERVATION OPPORTUNITIES

It is a requirement of every housing element to include a section on residential energy conservation opportunities. Since the deregulation of energy companies in 1998, the price of energy has skyrocketed. With such an increase in prices, energy costs can be a substantial portion of housing costs. Effective energy conservation measures built into or added to existing housing can help residents manage their housing costs over time and keep lower income households affordably housed. There are a number of programs offered by the City of Burlingame, the local energy provider (PG&E) and the State of California, which provide cost-effective energy saving programs.

Energy Programs Offered by the City of Burlingame

Primary Programs:

- All new residential and nonresidential construction in the City must abide by the State of California's residential building standards for energy efficiency (Title 24 of the California Administrative Code). Title 24 Standards were established in 1978 to insure that all-new construction meets a minimum level of energy efficiency standards. Since their establishment, it is estimated that Title 24 Standards along with standards for energy efficient appliances have saved Californians more than \$15.8 billion in electricity and natural gas costs.
- The City's zoning ordinances do not discourage the installation of solar energy systems and other natural heating and cooling opportunities.
- The City's Public Works department is recommending that City Council adopt a resolution authorizing a grant application for the innovative peak load reduction program funded through the California Energy Commission. In addition the City is using the services of the State's Energy Partnership Program to identify areas of electricity reduction.

Secondary Programs:

- The City of Burlingame implemented a tree preservation and reforestation ordinance in July 1998. Part of the ordinance requires that when additions are made or new residences are built, property owners shall plant one (1) landscape tree for every 1,000 square of lot coverage or habitable space for single family homes or duplexes; and one (1) landscape tree for every 2,000 square feet of lot coverage for apartment houses and condominiums. New trees planted shall be 15 gallon to 24" box size, and shall not be fruit trees. In addition, the ordinance provides for the protection of the larger, existing trees in the City. With the proper siting of trees to allow sun exposure in the winter and shade in the summer, a homeowner can save up to 25% of a household's energy consumption for heating and cooling. Computer models devised by the U.S. Department of Energy predict that the proper placement of only three trees will save an average household between \$100 to \$250 in energy costs annually.
- The Bay Area Air Quality Management District is encouraging cities to adopt an ordinance which would allow only pellet-fueled wood heaters, an EPA certified wood heater, or a fireplace certified by the EPA should the EPA develop a fireplace certification program for installation of any woodburning appliance. The use of properly regulated woodburning appliances would decrease the amount of natural gas and electricity required to heat homes in the City while preserving the region's air quality.
- The City of Burlingame adopted an ordinance requiring the recycling and salvaging of construction and demolition materials. Not only will this reduce the amount of materials going to landfills, but it will also conserve energy through the reuse and recycling of these materials. The Steel Recycling Institute reports that steel recycling, the number one recycled material in the U.S., saves enough energy to electrically power the equivalent of 18 million homes for a year.

Local Energy Supplier (PG&E)

The Pacific Gas and Electric Company (PG&E) supplies all of the electric and gas needs to the residents of Burlingame. PG&E offers an assortment of programs that provide residents with the opportunity for energy conservation. The following are some programs that are available to residents of Burlingame, including programs for residents who qualify as low income.

Programs Available to All Residents:

- 1-2-3 Cashback – A PG&E residential program that offers free suggestions on energy savings tips, low-cost home improvement projects and investments you can make to save energy in the future.
- Residential Appliance Rebate – PG&E offers rebates to homeowners who purchase an Energy-Star appliance. This program includes the purchase of an Energy-Star refrigerator, clothes washer/dryer, dishwasher, air conditioner, programmable thermostat and heating and cooling equipment. The amount of the rebate varies from appliance to appliance.
- Residential Contractor Program – PG&E's residential contractor program makes available to both contractors and homeowners cost-saving vouchers. The vouchers aid in the purchase of energy efficient home improvements. Rebates range from \$30 - \$750 depending on the voucher.
- 20/20 Energy Rebate – Residential customers who reduce their Summer 2001 electricity load by 20% are eligible for a 20% credit on their bill.
- Energy Efficient Mortgage – This program allows residents to make improvements that increase the energy efficiency of their home and finance these improvements through their mortgage.
- Miscellaneous Programs – PG&E also offers rebates for the purchase and installation of compact fluorescent lights, Energy Star floor lamps, hardwired indoor fluorescent fixtures, hardwired outdoor fluorescent fixtures, motion sensors, gas water heaters, electric water heaters, programmable thermostats and whole house fans. All of which are available for purchase through PG&E.

Programs for Residents Who Qualify with Low Incomes:

- Energy Partners Program – PG&E's free weatherization program available to low income customers. Qualified, pre-screened contractors make weatherization repairs and improvements for residents who qualify for the program.
- CARE (California Alternate Rates for Energy) – PG&E's discount program for low income households and housing facilities. The CARE program provides a 20% discount to low-income residents meeting certain standards. It also insures that low income residents are not affected by new surcharges. The CARE program is broken into five categories:
 1. *CARE Residential Single Family Program*
 2. *CARE Sub-Metered Tenant Program*
 3. *CARE for Qualified Nonprofit Group Living Facilities*
 4. *CARE for Qualified Agricultural Employee Housing Facilities*
 5. *CARE Education and Outreach*

- REACH (Relief for Energy Assistance through Community Help) – The REACH program is a one-time energy assistance program sponsored by PG&E and administered by the Salvation Army to assist low income customers particularly the elderly, disabled, sick, working poor or unemployed, in paying for their energy needs.
- Strategic Alliance Project – The Strategic Alliance Project examines community, regulatory and political issues affecting PG&E's low income customers and works with community organizations to determine how these clients can benefit from their programs.

The State Of California

California Energy Commission Rebate Programs: Open to all residents of California, independent of their income. Rebates are provided based on current funding.

- Emerging Renewables Buy-Down Program – Rebate upon the installation of a renewable energy system in the home. This includes small wind turbine generation systems, fuel cell powered generation systems, solar thermal electricity generation systems and photovoltaics powered generation systems. The current rebate is \$4.50 per watt or 50% of the system cost (whichever is less).
- Solar Energy and Distribution Generation Grant Program – Provides rebates to residents for the installation of solar battery backups and storage systems, solar water heaters, internal combustion generators, solar swimming pool heating equipment and other distributed generation systems. Rebates vary based on the generation system.

Programs for Residents Who Qualify with Low Incomes:

- LIHEAP (Low Income Home Energy Assistance Program) – The LIHEAP block grant is funded by the Federal Department of Health and Human Services and provides two basic type of services. Low income residents who are eligible can receive financial assistance to help offset the costs of their energy bills and/or have their homes weatherized to make them more energy efficient. This program is accomplished through 3 components.
 1. The Weatherization Program
 2. The Home Energy Assistance Program (HEAP)
 3. The Energy Crisis Intervention Program (ECIP)

Cost-effective energy conservation measures are an affordable and appropriate way for residents to lower both the monthly cost of housing and the cost of their energy bills. There is a wide assortment of programs accessible to all residents of Burlingame through a variety of local and state sponsored programs. The City of Burlingame has prepared an informational packet available to residents highlighting the energy conservation programs available to them.

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Cost-effective energy conservation measures are an affordable and appropriate way for residents to lower both the monthly cost of housing and the cost of their energy bills. There is a wide assortment of programs accessible to all residents of Burlingame through a variety of local and state sponsored programs.

Public Outreach: The City of Burlingame has prepared an informational packet available to residents highlighting the energy conservation programs available to them. This packet is made available to all persons coming to the Building and Planning counters for building permit information. In addition, the City of Burlingame publishes a recreation brochure that is mailed to all residents twice a year. An advertisement will be included in this brochure to direct residents to the energy conservation programs available to them. This information will also be included in the community newsletter sent out with the City's utility bills.

EVALUATION OF THE 1994 HOUSING ELEMENT WORK PROGRAM

Key Findings:

- ❑ Successes of the 1994 Housing Element include:
 - Implementation of Second Unit Amnesty Program;
 - Success of Residential Design Review Program; and
 - Implementation of Residential Overlay Zones.
- ❑ These successful programs are being used as a basis for the 2001-2006 work program:
 - Expansion of the Second Unit Amnesty Program;
 - Increased opportunities for Residential Overlay zoning and rezoning of selected sites; and
 - Build on successful partnerships with non-profit housing providers.

One of the purposes of preparing a housing element is to provide the community with a way to track their success in meeting the objective of the adopted work program. We can learn from our successes and develop more effective programs or stronger efforts in the areas where we were not as successful as we hoped. The following is a brief summary of the objectives we laid out in the 1994 Housing Element work program and our community accomplishments.

Goal A: Preserve residential character by encouraging maintenance, improvement and rehabilitation of the city's neighborhoods and housing stock.

Objective: Stable, safe and attractive neighborhoods.

- Implemented residential design review to continue the consistency of single family residential blocks and neighborhoods (1998)
- Invested \$23.7 million in public facilities improvements throughout the city over the planning period, includes street repair and traffic control, water distribution system, sewer collection system, storm drainage collection system, sidewalk repair and maintenance.

Objective: Maintenance of existing affordable housing and reduction of overcrowding.

- Six property owners qualify for subsidized Rehabilitation Loans for structural maintenance and/or to eliminate overcrowding. (achieved 6, work program target 25)

- Objective: Retain rental units in order to avoid depleting supply of needed rental units
- No existing multiple family rental units were converted to residential condominiums. Added 31 multi-family rental units during the planning period, first build since 1984.

- Objective: Retain portions of the housing stock in danger of being converted to non-residential use.
- No parcels occupied by residential uses were converted to commercial use during the planning period.
 - One commercial building was removed and replaced with 20 market rate residential condominiums; a commercial zoned lot was developed with 4 market rate condominiums.

- Objective: Ensure affordability of existing units.
- Made permanent city agreement with San Mateo county for administration of Community Development Block Grant funding to make resources available to Burlingame residents permanently.
 - No rehabilitation funds were granted to multiple family property owners in Burlingame during the planning period (achieved 0, work program target 20 units).

- Objective: Determine Code compliance, structural deficiencies.
- Continued to devote staff time to assisting with property research by realtors and property owners.
 - Did not establish building inspection for a fee program, no public interest.
 - Hired a part-time code enforcement officer who has resolved 400 cases since he was hired (1998).

- Objective: Regulate factors such as bulk, light, and air to achieve neighborhood compatibility with new construction.
- Initiated single family residential design review and approved 207 new (replacement) or remodeled single family residences (April 1998-1999).

Goal B: Provide variety and choice of housing by promoting housing opportunities for all persons regardless of age, sex, race, color, marital status, disability, national origin or other barriers.

- Objective: Public awareness of anti-discrimination laws and policies.
- Code enforcement officer work refers 3 to 4 calls a month to La Raza Central Legal, a nonprofit community law center in San Francisco which works with local tenant to resolve landlord/tenant issues (1998).

- The city assists financially the Peninsula Conflict resolution Service, a local non-profit group, which now provides assistance to Burlingame residents at no charge (1998).

Goal C: Encourage special purpose housing.

Objective: Increase affordability for 50 elderly households (achieved 26, target 50).

- Units provided under the Second Dwelling Unit Amnesty Program enacted June 2001 will be available to senior citizens. (achieved 0)
- Rental assisted dwelling units for the elderly using Section 8 Rent Subsidy. (achieved 11, 9 very low income, 2 low income).
- Developed a public information handout identifying senior services, maintained annually through the Parks and Recreation Department; *Senior Resources Handbook: An Information guide for Burlingame Senior Citizens.*
- City contributed \$67,460 during the planning period to local and county non-profit agencies which assist senior citizens.
- Helped 15 elderly be more affordably housed: The Human Investment Project for Housing (HIP) found shared housing for 15 households, 7 very low income, 3 low income, 5 moderate. (1999)
- Developer built a 48 bed convalescent care facility with Alzheimer treatment capability.

Objective: Improve livability of housing units for all residents, including 10 disabled accessible units.

- City did not accomplish this program during the planning period . (achieved 0, target 10), although did enforce all requirements of Building Code for accessibility throughout the Planning period.
- 26 disabled persons received Section 8 rental assistance in Burlingame (21 very low income; 6 low income)

Objective: Add 10 affordable housing units for single parent households.

- In 1999, 16 low income single heads of households received Section 8 rental assistance in Burlingame. (achieved 16, target 10)

Objective: Affordable housing for all residents, including 50 studio or one-bedroom units for single occupants.

- Placed an overlay zone in transit corridor to encourage high density residential development over commercial area bounded by Murchison-California Drive-rear of the properties fronting Dufferin-El Camino Real.

- Correction and maintenance of an older multi-family building which resulted in the addition of one affordable low-income unit managed by Shelter Network (achieved 1, target 50)

Objective: Provide local share of support for county-wide homeless problem.

- Annual contributions totaling \$126,210 during the planning period (1994-1999) to support local and countywide agencies who serve the homeless.
- City contributed \$30,000 toward construction of a new North San Mateo County Homeless Shelter for Single Adults on a county owned parcel in South San Francisco.
- Interfaith Hospitality Network day center and in Burlingame three of nine participating churches provide temporary shelter for five families with children. (achieved 5, target unstated)

Goal D: Reduce residential energy use to conserve energy and help reduce housing costs.

Objective: Incorporate energy conservation in all new and substantially rehabilitated residential construction.

- During the planning period the Building Division issued 4,681 building permits, all construction where it was required was inspected for compliance with Title 24 energy conservation.
- Adopted an Urban Reforestation Ordinance which protects existing substantial tree and requires all new development and major remodeling to plant trees substantial enough to achieve benefits of shading. (1998)

Objective: Community awareness of conservation benefits.

- Adopted ordinance which places limitations on exterior illumination on residential and commercial properties throughout the community. Has affected all new development and major remodels with exterior illumination since 1996.

Goal E: Achieve increased affordability of housing.

Objective: Stimulate development of housing by promoting at least 60 units per year (20 market rate units and 40 affordable units) between 1994 and 2000.

- Status of sites identified for affordable housing in the 1994 Housing Element (achieved 20, target 60)
 - a. Adjoining parcels at El Camino Real and Trousdale: rezoned with high density residential overlay. (achieved 20 market rate, target 75)

- b. Residential development over parking Murchison and California; rezoned with high density residential overlay (achieved 0, target 50)
- c. Interior parcel Trousdale-Ogden-Murchison-Magnolia, group facility for the elderly (achieved 0, target 150)
- d. California Drive between Juanita and Broadway: (achieved 0, target 100)
- e. Use air-rights over public parking lots along Donnelly and between Howard and Bayswater (achieved 0, target none)
- f. Corner Highland and Howard Avenues: single resident occupancy. (achieved 0, target 40)
- An additional 60 multiple family housing units and 2 single family homes on new sites were built on infill sites not identified in the 1994 Housing Element

Objective: Foster development by becoming proactive in contact with property owners and knowledge of site potential.

- Staff assisted in facilitating the development of 115 new multiple family dwellings, accomplished design review of 207 new (replacement) or remodeled single family houses and 2 single family homes on new sites.
- To provide better service to applicants and customers added two planning staff positions during the planning period.

Objective: Identify sites for small, no frills SRO's.

- No additional sites for single residence occupancy were identified. The one identified in the element was not developed with SRO units.

Objective: To include approximately 250 currently illegal and non-conforming accessory housing units as legitimate portions of the City's affordable housing stock.

- In May 2001 city created a two year amnesty program for second dwelling units in the single family zone built before 1954 (Ord. 1653). (achieved 0, target 250)

Objective: To expand by 50 units the stock of affordable housing to help meet housing needs.

- Interfaith Hospitality Network located its new temporary housing for homeless families with children program in Burlingame. (achieved 5, target 50)

Objective: Obtain a share of the estimated 300 units to be assisted by the first-time buyer program (Mortgage Credit Certificate).

HOUSING ELEMENT

EVALUATION OF 1994 HOUSING ELEMENT WORK PROGRAM

- No Burlingame residents received such assistance during the planning period (achieved 0, target 15)

Table H-7 – Quantified Summary of 1994 Housing Element: Dwelling Units Provided by Income Category 1994 through 1999

Income Category	ABAG Fair Share 1994 Target	New Construction (net new units)*		Rehabilitation		Conservation+		Total		1994 Unmet Local Target	1994 ABAG Unmet Fair Share
		Local Target	Achieved	Local Target	Achieved	Local Target	Achieved	Local Target	Achieved		
Very Low	271	140	0	0	0	95	48**	235	48	187	223
Low	231	90	0	55	6	250	15**	395	21	374	210
Moderate	285	0	0	10	0	15	7**	25	7	18	278
Above Moderate	570	40	117		207 (des. rev)			40	324	0	246
Total	1357	270	117	65	213	360	70	695	400	579	957

*Since all new development is on infill sites, new development replaces existing units, these numbers reflect the net increase in dwelling units.

**Fifty-five households received public assistance through the Section 8 program (41 very low income, 12 low income and 2 moderate income).

+Number of affordable housing units conserved includes the following:

Section 8 55 (includes 41 very low, 12 low, and 2 moderate income)
Shared Housing 15 (7 very low, 3 low, 5 moderate income)

COMMUNITY RESOURCES

Key Findings:

- ☐ Burlingame began as a "transit village" focused at the Burlingame train station.
- ☐ Since Burlingame is primarily built out, new housing opportunities will have to replace existing development.
- ☐ Sites identified for residential reuse generally follow the transit village pattern with sites identified:
 - North end of Burlingame near the new BART station in Millbrae.
 - Near the Broadway and Burlingame train stations.
- ☐ Transition areas are also identified to improve compatibility between residential areas and other land uses:
 - Near Burlingame Avenue Commercial District
 - Along Rollins Road south of Bloomfield
 - East side of Carolan Avenue south of North Park Apartments
- ☐ Incentives are proposed for new development that encourages affordable housing and are near transit hubs.
- ☐ Because of recent improvements to public facilities in the north end of Burlingame, there is adequate capacity to accommodate new development proposed.

LAND INVENTORY AND SITE IDENTIFICATION

State law requires that local governments identify sufficient vacant or underdeveloped land to accommodate the community's housing needs. One of the primary ways to do this is the identification of lands suitable for future residential development. This identification should include review of vacant sites and sites that have potential for reuse or whose use could be intensified for residential use. An important factor in suitability of sites for housing is the relationship of the identified sites to appropriate zoning, public facilities and services.

VACANT PARCELS

Public Owned Properties

There are 101 publicly owned properties in Burlingame. This includes land owned by the City, hospitals and school districts. Most of these properties currently are developed with public facilities, such as schools, parking lots, libraries, hospitals, parks and City corporation yards and water tanks and pump stations. There are some very small "leftover" parcels, such as public easements and street rights-of-way. None of the left over parcels have area of sufficient size to support residential development.

Private Properties Which Are Now Vacant

There are about 100 privately owned, vacant properties in Burlingame. Of these, 25 properties are in the bayfront area; an area which is not planned for residential uses, and where there are no support services and facilities for residential uses, such as schools, libraries and shopping centers. For this reason, these sites have been eliminated from consideration. Within the area developed with single family houses, there are about 15 isolated "infill lots" each about 5000 SF. Generally these are part of presently developed double and triple lots. The single lots will not become available until the structure on the combined lots is removed.

The few undeveloped public and private owned properties judged to have significant development potential are included in the following analysis.

PROPERTIES WITH POTENTIAL FOR DEVELOPMENT

The selection of areas of the city and sites within those areas with the greatest potential for development was based on a number of considerations: the experience with effective programs in the 1994 Housing Element and changes in our developed environment which have created residential development attractors.

Since Burlingame is virtually built out the focus of the 1994 Housing Element was on in fill development and changing the use of existing properties in recent years. A net of 82 dwelling units have been added on in-fill sites (including one at the north end of the city) near the city's commercial areas and along El Camino. These were sites which had been developed in lower density residential uses and on which multiple family (R-3 and R-4) zoning had been in place for a number of years.

An important reuse development incentive in the 1994 Housing Element was to place the highest density multiple family zoning over the existing commercial zoning on two of the blocks at the north end of the city within one-quarter mile of the Millbrae train station. The intention of this overlay zoning was to encourage more transit oriented residential development on these properties now developed with older, more marginal office buildings. The presence of the city's largest employer, Peninsula Hospital, at the center of the area, was also a factor in choosing this area for residential development. Despite the high demand for office on the Peninsula during the 1990's, the conversion to multiple family residential development in this northern area began with the replacement of an older office building with 20 residential condominiums and an extended care facility for the elderly. In 2002 the demand for office in San Mateo County has declined significantly with a current office vacancy rate of 20%. With so much new office space available, the older office space is in even less demand and this area with multiple family overlay zoning in place is now ripe for residential development.

Two years ago the Bay Area Rapid Transit District decided to extend BART to San Francisco International Airport with an end of the line station and cross platform with CalTrain's San Francisco Peninsula rail service at the Millbrae train station, one quarter mile from Burlingame's northern border. This regional transportation service which is scheduled to open in late 2002 along with a flagging office rental market and the proposed reconstruction of the regional hospital including new medical office space, will provide unique new incentives for multiple family residential development at the north end of the city. Building on the experience of implementing the 1994 Housing Element action programs (particularly the multiple family overlay zoning) and the proposed residential incentive programs built into the 2001-2006 Housing Element the city has every expectation of meeting its 2001-2006 fair share housing numbers particularly in the north end of the city. There are several new residential development incentive programs included in the current housing element to encourage reuse of the identified sites and other sites in the area not specifically cited but with residential potential, whose development will be stimulated by market demand, overlay zoning or other owner initiative. The action programs proposed are:

- Expansion of the residential overlay zone to a much larger area at the north end of the city adjacent to BART/CalTrain and a reconstructed Peninsula Hospital;
- Offer developers incentives to include affordable housing;
- Provides opportunities for increasing densities with reduced parking requirements and increased height for housing within one-third mile of a transportation;
- Amendment to the zoning code regulations to expand types of housing, live/work units and mixed commercial/residential; and
- Provides incentives for lot consolidation.

Two types of properties have been included in the analysis of properties with potential for development. The first includes underdeveloped or vacant properties zoned for high density residential use. An inventory of these properties, along with an estimated buildout capacity, is included in Table H-2. The second category includes properties in areas that are now zoned and often developed for commercial use, but with the potential for rezoning or adding a residential overlay zone and have future residential development potential. In addition to proposing rezoning programs for these sites, it is proposed that zoning code changes be implemented which would offer incentives for building affordable housing, incentives for building more housing within one-third mile of the three transportation hubs, and incentives for consolidating smaller lots into a larger development. A description of the actions to be taken to achieve these goals is at the end of this chapter.

All of the sites listed below when developed with housing will be required to comply with the National Pollution Discharge Elimination System (NPDES) requirements for storm water drainage. Since landscaping is required for residential construction, the developer can incorporate grassy swales into the design in order to filter the storm water before it reaches the storm drain system. There are also oil-absorbent filters which can be placed in the storm drain

inlet and in parking areas. These filters require an active maintenance program by the property owner so that filters are replaced when full, generally after heavy storm activity. The City will inspect all such improvements regularly to insure that they are properly maintained.

Vacant Or Underused Sites Now Zoned For Residential Use

There are a number of sites already zoned for residential use where the potential has not been used. All three of these parcels are within the area bounded by Murchison and Dufferin between El Camino Real and California Drive. This office commercial area was rezoned with an R-4 overlay as part of the 1994 Housing Element work program. Since 1994, one office building was removed and the 1.24 acre site has been developed with a 20-unit residential condominium and a 48-bed residential care facility for the elderly. All of these sites are within one-half mile of the Millbrae BART Station now under construction and because of proximity to a transit terminal would warrant special provisions for higher residential density such as reduced parking requirements and increased height. All development of sites in this area is subject to Federal Aviation Administration (FAA) approval for height.

Table H-8 - Vacant or Underused Sites

Area	Zone	Description	Assumptions	# Units
Site 1	C-1/R-4 Overlay	1800 El Camino Real 3 vacant parcels under one ownership with a total of 0.9 acres with a multifamily residential overlay zone.	• 5-story, 60' in height • 66 units/acre • includes affordable density bonus (15% of units)	60
Site 2	C-1/R-4 Overlay	1875 California Drive Corner site with a total of 0.33 acres with a multifamily residential overlay zone, within one-third mile of the proposed Millbrae BART station.	• 5-story, 60' in height • 86 units/acre • efficiency units with decreased parking requirement of one parking space per unit if all units affordable	28
Site 3	C-1/R-4 Overlay	1870 El Camino Real Parcel with a total of 0.78 acres with a multifamily residential overlay zone fronting on El Camino Real and California Drive, within one-third mile of the proposed Millbrae BART station.	• 5-story, 60' in height • 65 units/acre • includes affordable density bonus (15% of units)	51
Site 4	C-1/R-4 Overlay	One additional office site in existing overlay zone about ½ acre.	▪ Efficiency units (500-600 SF each) reduced parking requirement of one space per unit if all units affordable to very low and low income ▪ 86 units/acre	43
Total # of Units:				182

Source: Burlingame Planning Department, 2001

- ❑ **1800 El Camino Real** – There are 3 vacant parcels under one ownership with a total of 0.90 acres zoned C-1, with a multiple family residential overlay zone. Development on this site will be affected by the fact that two sides are adjacent to a parcel developed with a large nursing facility. Since this site is vacant and large enough to accommodate a housing development, there are no unusual constraints to its development.

- ❑ **1875 California Drive** – This corner site is about 1/3 of an acre and is developed with a car wash. The site is also zoned C-1 with a multiple family residential overlay zone, and is within one-third mile of the proposed Millbrae BART station. The site was recently purchase by a local housing developer and the car wash is now closed. The owner has been in contact with Planning staff regarding the housing opportunities on this site and is interested in the new incentives proposed as a part of this Housing Element update.

- ❑ **1870 El Camino Real** – This is a 0.78 acre site now developed with an older two-story, 24' tall office building. The site is adjacent to the car wash site noted above (1875 California Drive). The office building was built in the 1970's and does not have adequate parking to serve its needs. Redevelopment of the site is also constrained by some existing access easements to parking areas which serves adjacent office buildings to the south. The site has potential for high density residential use. The site is within one-third mile of the Millbrae BART station now under construction. Planning staff has received inquiries regarding using this site for residential development. Because it is within one-third mile of a transportation center, the site will benefit from any incentives developed for transit oriented development as a part of the Housing Element Action Program.

SELECTED SITES NOW ZONED FOR COMMERCIAL USE

These sites have been selected for potential reuse because they are either close to a transit hub or offer an opportunity for better transition between existing commercial and residential areas. Those sites that are near transit hubs would be considered for higher densities, while those in transition areas would need to be designed to fit into the existing adjacent development.

Transit Oriented Development

Burlingame began as a small grouping of commercial buildings around our train stations supported by apartments and single family development within walking distance. Over the years the City's growth radiated from these core areas. There are three transit terminals serving Burlingame: the Burlingame Train Station, the Broadway train station and the BART/Caltrain station in Millbrae. Today, the land within one-third to one-half mile of our transit stations is fully developed, so any new residential development would involve reuse in the area. A number of sites ripe for reuse have been identified with easy access to the existing transportation centers and corridors serving the City. All of these sites are within one-third to one-half mile of a station.

- ❑ **Along California Drive near Broadway:** This area composed of eight parcels is now zoned C-2, and consists of a variety of commercial uses including office and retail. It is located less than one-fourth mile from the Broadway Caltrain station and therefore has good pedestrian access and potential for transit oriented development. However, these are small parcels (ranging in size from 3800 SF to 9600 SF) and will not yield many units unless they are consolidated into larger parcels for development. It is proposed that the zoning code be amended to provide incentives to encourage lot consolidation and new standards for mixed use and live/work units in transit corridors. These two factors should remove constraints which may have prevented redevelopment of this area in the past.

- ❑ **C-3 zoned area north and west of Peninsula Hospital:** This area is now zoned C-3, which allows office development for medical and financial businesses. Residential uses are generally considered to be compatible with office uses, since the hours of operation of the office uses are generally the same hours that people are away from home at work and school and there is little activity at office sites on evening and weekends. In this area, there are parcels which have some vacant land with potential for residential use. The C-3 zone is unique because the current zoning regulations required that the existing office buildings be built to residential setbacks.
 - **1764 Marco Polo Way** – This 1.13 acre parcel is now zoned for professional office uses. It is owned by Poplar Recare, a nonprofit organization that houses their children's services and adult day care programs at this site. They are considering relocation of their children's services facilities to another site and have expressed interest in providing housing on this site in conjunction with their adult day care program. The property across the street on Marco Polo Way is now zoned for and developed in multiple family residential uses.

 - **1777 Murchison Drive** – This is a vacant 1.3 acre piece of land at the center of the block accessed across the Buddhist Association administrative offices site on Murchison and is zoned for professional office use. Access to the vacant portion of the site can be accomplished through a shared driveway with the administrative offices on the site; the property owners have expressed an interest in building housing for their retired members on this portion of the site.

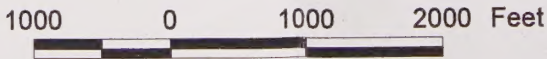
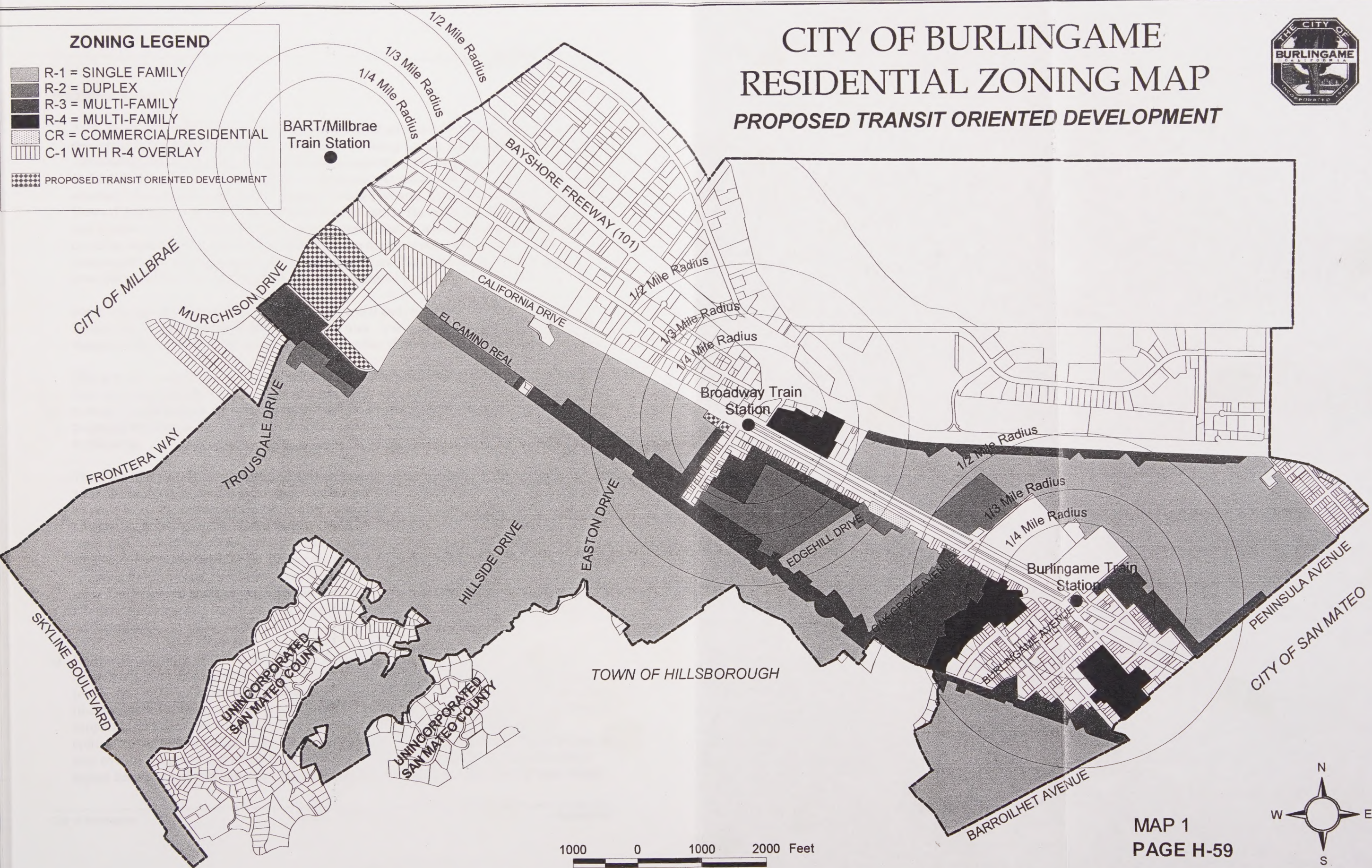
Table H-9 - Transit Oriented Sites

Area	Zone	Description	Assumptions	# Units
Site 1	C-3	1764 Marco Polo Way 1.13 acre parcel now zoned for office use, owned by Poplar Recare, now used for their children's services and adult day care facility. Located west of the Peninsula Hospital. Properties across the street are zoned for multifamily residential.	• 4-story, 50' in height • 50 units/acre • would require rezone to R-3 residential overlay • site owned by Poplar Recare – a nonprofit organization that provides services to developmentally disabled – potential for housing in combination with adult day care program	56
Site 2	C-3	1777 Murchison Drive Vacant 1.3 acres parcel at the center of the block accessed from the Buddhist Association administrative offices on Murchison which is zoned office use.	• 4-story, 50' in height • 50 units/acre • would require rezone to R-3 residential overlay • includes affordable density bonus (15% of units)	65
Site 3	C-3	1825 Magnolia Drive 1.40 acre parcel now zoned for office use, contains an office building. Now zoned for office use.	• 4-story, 50' in height • 50 units/acre • would require rezone to R-3 residential overlay • includes affordable density bonus (15% of units)	70
Site 4	C-2	Along California Drive – North of Broadway Located within ¼ mile of Broadway train station	• mixed use or live/work with residential at 48 units/acre • single lots on block would be combined to create double-wide lots with a density of 48 units/acre • would require R-3 residential overlay ▪ reduced parking for live/work or mixed use if affordable for moderate income	50
Total # of Units:				239

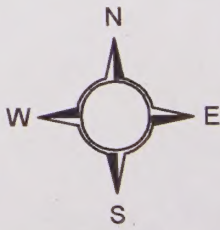
ZONING LEGEND

-  R-1 = SINGLE FAMILY
-  R-2 = DUPLEX
-  R-3 = MULTI-FAMILY
-  R-4 = MULTI-FAMILY
-  CR = COMMERCIAL/RESIDENTIAL
-  C-1 WITH R-4 OVERLAY
-  PROPOSED TRANSIT ORIENTED DEVELOPMENT

CITY OF BURLINGAME RESIDENTIAL ZONING MAP PROPOSED TRANSIT ORIENTED DEVELOPMENT



MAP 1
PAGE H-59



Transition Areas

- ❑ **Area south of Burlingame Avenue (Subarea C):** There is an existing high density residential area south of Howard Avenue primarily along Lorton and Highland Avenues. The surrounding areas (east side of Highland, and along Park Road) are now zoned C-1 and C-2 and are developed with a mix of office, commercial and residential uses. Since the core of the commercial area is focused on Burlingame Avenue (Subarea A) and the adjacent areas along Howard Avenue to the south and Donnelly and Chapin to the north between El Camino Real and California Drive (Subarea B), the existing residential uses within the commercial area could be expanded to provide a transition between the more intense retail and office commercial uses and existing adjacent residential areas. There are about 5.8 acres within this area that could be converted to higher density residential uses.

Since this area already contains a mix of commercial and residential uses, it is a good location to consider live/work units and mixed uses. It is recommended that zoning code changes be made to allow live/work units and to offer viable standards for their construction.

This area may not yield a lot of new housing units. The parcels in this area are typical small lots, most are fifty feet wide by about 120 feet deep, which could accommodate 3 to 4 units at most. Unless parcels are consolidated, it will be difficult to gain too many more units. It is proposed that the zoning code be amended to provide bonuses to encourage lot consolidation in this area.

There are two parcels along Highland Avenue that are adjacent to the "Auto Row" overlay zone (Subarea D), and were previously used for automobile storage for auto sales businesses on Auto Row. These parcels are larger than most in the area, and could accommodate about 35 units each. It is proposed that a density bonus be offered for sites in this area that are combined. One of the nearby auto dealers has closed its business and these two lots on Highland previously used for car storage are now vacant. Planning staff has received inquiries from housing developers about these two properties, one of which is currently for sale. The proposed changes to the zoning code, including the overlay zone and incentives for affordable housing and transit oriented development will encourage residential development on these sites.

- ❑ **Rollins Road south of Bloomfield Road:** This area is now zoned R-3 (multiple family residential), with an overlay that limits development to one unit per 2000 SF of land area (equivalent to 21 units per acre). This area acts as a transition area between State Route 101 (the Bayshore Freeway) and the single family homes immediately to the east. The area could support higher densities and still maintain its transition function by including design considerations to make additional units compatible with the adjoining single family homes. A new overlay zone was applied in 2000 along Rollins Road north of this area which allows higher densities and provides a density bonus for lot combination. This overlay zone would

allow the equivalent of 29 to 34 units per acre. It is proposed that this same overlay concept be applied to this southerly area. Most parcels are 50' wide and less than 6000 SF in area, and now contain duplexes. With this zoning change, each site could support up to 4 units, and still have features which are compatible with the adjacent single family homes. If lots are combined and the density bonus of the overlay zone is applied, there would be more opportunity to build a residential project with both more units and on-site amenities such as common open space.

- ❑ **East side of Carolan next to North Park Apartments:** This area consists of four parcels totaling 5.38 acres, now zoned C-2. The primary existing use is auto related businesses. This is a pocket of commercial development located between two residential areas and is within walking distance (less than one-half mile) from the Broadway Caltrain station. The location between the high density residential North Park Apartments (developed at 43 units per acre) and the single family neighborhood (fronting on Toyon Drive) to the south offers an opportunity to provide a more suitable transition between the two residential areas. It is proposed that the northern 3.35 acres be rezoned to the R-4 zone district and developed at a density of 43 units per acre, comparable to the adjacent North Park apartments. The remaining 2.03 acres adjacent to the existing single family R-1 lots to the south would be suitable for R-3 zoning restricted to townhouse development, with a limitation on density and height to provide a good transition between the high density use and the single family houses fronting on Toyon Drive. Since these are large parcels with auto repair and sales business in older, warehouse style structures, the potential for reuse is good. Given that this area is between two existing residential areas and close to the train station, the location is ideal for residential uses which could benefit from zoning incentives for lot combination, affordable units and transit orientation.

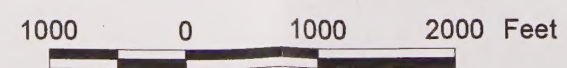
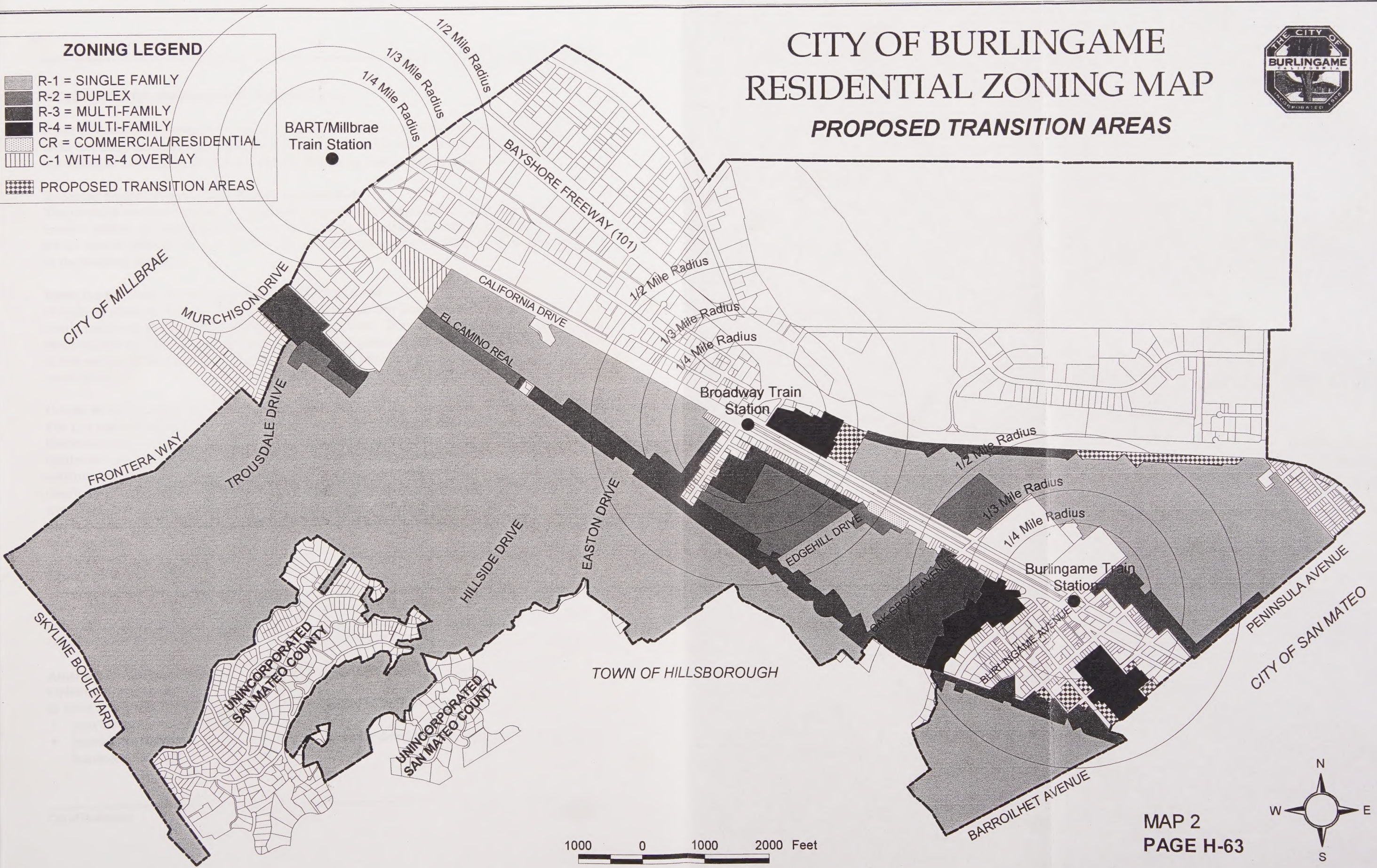
Table H-10 – Transition Areas

Area	Zone	Description	Assumptions	# Units
Area 1	R-3	Rollins Road South of Bloomfield Transition area between SR 101 and the single family homes to the east. Area is zoned R-3 with an overlay that limits development to 1 unit/2000 SF of land area.	• Extend Rollins Road multiple family subzone from Bloomfield Road to Burlingame Avenue. • Density will be increased from one dwelling unit/2000 SF of land to one dwelling unit/1500 SF of land. • 30% of lots will be combined into two lots. These lots would be developed at one unit per 1500 SF of land + one unit for combined lot. • Remaining lots at 21 units/acre • 2-story height limit	46
Area 2	C-2	East side of Carolan next to North Park Apartments Four parcels totaling 5.38 acres located between two residential areas and less than ½ mile from the Broadway train station.	• 3.346 acre parcel would require rezone to R-4 • 3-story, 35' in height • 43 units/acre • includes affordable density bonus (15% of units)	144
			• 2.034 acre parcel would be rezoned to R-3 Townhouse • 20 units/acre • 2-story max. height within 40' of south property line; garages facing north property line; front entrances facing south property line	41
Area 3	C-1	Area south of Burlingame Avenue (Subarea C)	• 3-story, 35' in height • 35 units/acre for parcels over 20,000 SF • smaller parcels can add 3-6 units per lot, bonus for combined lots. • would require rezone to R-4 residential overlay zone	50
			▪ one 0.8 acre site to accommodate efficiency units –one parking space per unit if all units affordable to very low and low income ▪ excellent opportunity for live/work units	70
Total # of Units:				351

ZONING LEGEND

-  R-1 = SINGLE FAMILY
-  R-2 = DUPLEX
-  R-3 = MULTI-FAMILY
-  R-4 = MULTI-FAMILY
-  CR = COMMERCIAL/RESIDENTIAL
-  C-1 WITH R-4 OVERLAY
-  PROPOSED TRANSITION AREAS

CITY OF BURLINGAME RESIDENTIAL ZONING MAP PROPOSED TRANSITION AREAS



MAP 2
PAGE H-63



ACTIONS REQUIRED/ZONING CHANGES

Some of these areas already have zoning in place to achieve new residential development. In order to make the remaining areas available for residential development and to improve the opportunities on existing residential sites, the following actions are required.

Rezoning from C-1 to Multiple Family R-3 and R-4

The property south of North Park Apartments requires rezoning from C-1 to R-3 and R-4 to create a priority for residential use and to make the sites available for residential use. Incentives for lot consolidation would be included as a part of revisions proposed to the R-3 and R-4 zones in the Housing Element.

Rezoning to Revise the R-3 Overlay along Rollins Road

In order to allow for increased density, the area along Rollins Road south of Bloomfield Road would require an amendment to the existing overlay zone. The current overlay zone allows one dwelling unit per 2000 square feet of lot area. The proposed change would increase the density to one unit per 1500 square feet of lot area, and would provide a density bonus if lots are consolidated.

Create an R-3 Overlay zone

The C-1 and C-3 zoned property in the area bounded by El Camino Real, the Peninsula Hospital Property, Marco Polo Way and Murchison Drive would need to have a multiple family residential overlay zone applied in order to facilitate residential development of vacant and underused parcels. The overlay zone approach would allow the existing office and commercial uses to remain, but would add the opportunity for high density residential development which would match the height and mass of the office buildings already in this area close to mass transit. The R-3 zone will be revised to encourage lot consolidation by providing opportunities for bonus dwelling units.

Create an R-4 Overlay zone

The area south of Burlingame Avenue now zoned C-1 would need an R-4 residential overlay zone. There are other R-4 zoned properties in the area, and this zoning would be compatible with these and the surrounding area. Using the overlay approach, some of the existing commercial and office uses which support the downtown commercial center could also comfortably remain.

Amend The Zoning Code To Offer Incentives For Affordable Housing And Transit Oriented Development

In areas near a transit hub, zoning code changes would be considered to:

- provide incentives for affordable housing;
- provide for reduced parking and increased height for development within one-third mile of a transportation hub;

- provide incentives such as reduced parking requirement for efficiency units if all units are affordable;
- amend the zoning code regulations to provide opportunities for live/work units and mixed use projects; and
- provide incentives for lot consolidation in areas where there are small underdeveloped lots and/or residential development design would benefit from larger lots.

Amend the Zoning Code to Remove Constraints for Disabled Accessibility

In order to remove constraints to providing disabled accessibility, consider zoning code changes in all residential districts to provide an exemption to lot coverage and setback requirements for ramps and landings necessary to provide access for the disabled; add opportunities for group homes for the disabled in the R-3 and R-4 zone districts; analyze current zoning and development standards to identify barriers to housing for the disabled.

Table H-11 - Estimated Development Potential for Selected Sites

	Very Low	Low	Mod	Above Mod	Total # Units
Vacant or Underused Sites					
1800 El Camino Real	2	1	6	51	60
1875 California Drive	19	9	0	0	28
1870 El Camino Real	1	1	5	44	51
Site 4	29	14	0	0	43
Subtotal:	51	25	11	95	182
Transit Oriented Sites					
1764 Marco Polo Way	0	0	56	0	56
1777 Murchison Drive	1	1	8	55	65
1825 Magnolia Drive	1	1	7	59	70
Along California Dr North of Broadway	0	0	50	0	50
Subtotal:	2	2	123	114	241
Transition Areas					
Rollins Rd. South of Bloomfield	2	1	4	39	46
East side of Carolan next to Northpark	7	4	17	157	185
Area south of Burlingame Avenue	49	24	4	43	120
Subtotal:	58	29	25	239	351
Total:	111	56	159	448	774
Regional Housing Need	110	56	157	242	565

PUBLIC FACILITY CAPACITY

The City of Burlingame is almost built out and public facilities in place are adequate to serve existing and proposed development. There are two public improvement projects which have been completed in the last 10 years which have removed any constraints to new residential development, particularly at the north end of the city. Many of the sites identified are located in the northern portion of the City.

Sewer Treatment Plant Improvements

In 1994, major improvements were made to the City's wastewater treatment plant facilities. As a result of these upgrades, the capacity of the plant was increased to accommodate the ultimate population anticipated in the City's General Plan. According to estimates made by the Association of Bay Area Governments, Burlingame's General Plan buildout would accommodate an additional 817 housing units above what is shown to exist Burlingame by Census 2000. Therefore, there is adequate capacity at the wastewater treatment to handle the projected 565 units proposed.

Sewer Interceptor Project

In 1998, the Public Works Department completed a major sewer interceptor project which included installation of new sewer collection main along California Drive from the City's north boundary to the Wastewater Treatment Plant. This project improved the capacity of the sewer collection system and provided sufficient capacity for development in the north end of Burlingame, including all the sites selected north of Peninsula Hospital.

Water Supply

The City of Burlingame provides water service to properties within its boundaries as well as to the unincorporated Burlingame Hills area adjacent to the west. The Burlingame Hills area is a residential subdivision of 420 dwelling units which is entirely built out. The City's sole source of potable water is the San Francisco Public Utilities Commission (SFPUC) system, which also supplies water to the City and County of San Francisco and other cities along the Peninsula.

In November of 2000, the City of Burlingame adopted an Urban Water Management Plan in accordance with State law requirements. The plan looks at the City's water needs and anticipated supplies to accommodate current needs and future growth.

The Urban Water Management Plan uses the Association of Bay Area Governments (ABAG) population projections to anticipate the future water supply needs for the City of Burlingame and the unincorporated Burlingame Hills. ABAG had projected that the population for Burlingame by 2020 will be 34,300 people. The 2000 Census indicates that the current population of Burlingame is 28,158 people. Therefore, the ABAG projection anticipates an increase in population of about 6000 people by 2020.

The Housing Element update proposes the addition of 565 housing units in Burlingame by the year 2006. The 2000 Census indicates that the average household size in Burlingame is 2.74 people. Therefore, the 565 new housing units would accommodate a population increase of about 1600 people by the year 2006. This is well within the scope of the 6000 person increase in population projected by ABAG and used as a basis for the Urban Water Management plan.

The City of Burlingame now uses about 4.8 million gallons of water per day (mgd). By 2010, the Urban Water Management Plan projects that Burlingame will use about 5 mgd (a 4% increase). Burlingame has a guaranteed allotment of 5.24 mgd from the total supply of the SFPUC system (300 mgd). Therefore, there is an adequate supply of water available to accommodate the addition of 565 housing units within the next five years.

The City of Burlingame provides waste water treatment for its residents and those in the Burlingame Hills area as well as parts of neighboring Hillsborough. Burlingame has started using recycled water for non-potable uses at its Waste Water Treatment Plant, and will be building a water distribution system to use recycled water for irrigation at some of the City's parks and other municipally owned landscaped areas. Larger commercial developments on the east side of US 101 are required to extend water lines for non-potable irrigation water to support their required landscaping. The Burlingame Municipal code requires that any new landscape installation shall include water conservation measures, and this is implemented by the Department of Public Works. Implementation of these measures will help reduce future demand for water from the SFPUC system.

COMMUNITY OPPORTUNITIES

Key Findings:

- ❑ With the location of a new BART station at Burlingame's northern border, new opportunities to expand on Burlingame's origin as a transit village along the San Francisco to San Jose rail have emerged since the state and city certified Burlingame's 1994 Housing Element.
- ❑ During implementation of the 1994 Housing Element effective housing programs emerged in the areas of neighborhood and housing stock maintenance (residential design review), affordable housing (second unit amnesty) and mixed use overlay zoning (shift of land uses from older commercial uses to high density residential).
- ❑ The 2001-2006 Housing Element work program is built on these successes:
 - legislative incentives to build housing and affordable units;
 - continue existing effective programs for housing maintenance and affordability such as second unit amnesty and design review;
 - continue code enforcement;
 - staff training for making matches between development and funding options and facilitating compliance with other agencies to reduce development time; and
 - build on successful partnerships with non-profit providers.

Since 1994 the residents and City Council of Burlingame have worked hard and achieved many of the implementing action programs set out in the 1994 Housing Element. In some cases time and opportunity thwarted the accomplishment of some programs. Over the past eight years circumstances facing the city and its residents have also changed. In this section the focus is on the particular successes of the 1994 Housing Element which should be carried forward, the lessons to be learned from the action programs not achieved, and the changing circumstances which will affect the City's housing opportunities and programs in the coming planning period.

Key Programmatic Accomplishments of the 1994 Housing Element

Burlingame's 1994 Housing Element action program was divided by planning goals. The premise was that the residents, Council and staff would work together identifying and implementing action programs to create opportunity for more housing to assist in meeting the City's share of California's housing need but also to assist those households with unique housing needs. In Burlingame these households include the elderly who live on lower or fixed incomes, single heads of households, and our service and public employees. Because more than half the City's single family housing stock and neighborhoods were built before 1940, maintenance and conservation of neighborhood character was a leading issue during the planning period.

Among the most effective new programs developed and implemented during the planning period to meet these regional and community needs were:

- ❑ Single family residential design review which places an emphasis on structural and neighborhood conservation and maintenance;
- ❑ Second Unit Amnesty which encourages the retention and maintenance as lower cost housing of second units built before 1954 on single family lots;
- ❑ High density residential overlay zoning on older, now marginally developed commercial land to facilitate these private property owners to change to residential uses;
- ❑ Established a code enforcement officer position to assist in property maintenance issues and broker tenant/owner disputes;
- ❑ Participated in and funded the city's proportional share of a new north San Mateo County homeless shelter for single adults;
- ❑ Approved use permits for a day center and emergency shelters at local churches to participate in and on going program of emergency housing and support assistance for five homeless families;
- ❑ Enacted urban reforestation and exterior illumination regulations which support local goals for energy conservation.

Building on these programs, over the planning period the City added 117 dwelling units, rehabilitated 213 dwelling units and conserved as affordable housing 70 dwelling units. The numbers of households added and affected may be below our 1994 Housing Element targets; but during the planning period the city laid more ground work for maintaining the City's residential quality and supporting affordable housing than with any other Housing Element implementation program. The 2001-2006 Housing Element will build on and expand on this legislative base and implementation experience.

Changed Circumstances

During the 1994 Housing Element program period a regional decision was made to extend the Bay Area Rapid Transit (BART) system further down the San Francisco Peninsula and to San Francisco International Airport. Implementation of this decision brought the last station on the BART line to the southern border of Millbrae, and 1200 feet of tail track into Burlingame. The end of the line station, including a CalTrain cross platform, now lies within a third of a mile of an area of Burlingame now developed with older office buildings and the immediate area's largest hospital, Mills-Peninsula. A recent decision has been made to reconstruct the hospital on its same site for seismic compliance within the next five to ten years. Not only is the hospital a major community facility, it is a major employer of service workers, many with lower incomes. Clearly there is now a need for and incentive to build more housing for families and individuals with a range of incomes at the north end of Burlingame.

Existing circumstances continue and affect local planning. Because Burlingame is built out and two of the City's five square miles of area are under San Francisco Bay water, the only way to add housing will be to change land uses or mix residential uses with other existing land uses. This land use mixing must be done in such a way that desirable residential areas and neighborhoods are created while preserving the City's economic base so the additional cost of services for an aging infrastructure and for expanded services to new housing can be met through its economic base. The City is undertaking a Specific Area Plan study for the north end of the city by the new BART facilities, including the adjacent industrial area. A focus of this study is how to create proper transitions between residential and other land uses, as well as to determine how to retain a viable industrial area in order to maintain the existing revenue flow and to assist financially in supporting this new development. The specific area plan will build on and reinforce, with design suggestions, the siting studies done which will be adopted as a part of the 2001-2006 Housing Element.

Lessons from the 1994 Housing Element Implementation

The city has learned from the variety of experience implementing the 1994 Housing Element. The proposed 2001-2006 Housing Element work program is based on the current Housing Element's successes and reality checks. We have been successful with legislation which provides incentives for private developers to change land use from commercial to residential using multiple family overlay zones on commercial properties as well as with incentives to single family homeowners to maintain their properties and retain older second units. Without a redevelopment agency or direct government entitlement funds, we have learned that city staff must work at being informed and build a bridge of information and program linkage between developers and available assistance. Moreover, as the regulatory programs outside the City's control multiply and discourage new residential development by increasing its cost, City staff must be trained to facilitate and communicate. The 2001-2006 Housing Element work program is built on these lessons. The City's mandate is to facilitate development which implements the City's planning goals and policies and to maintain the City's services and facilities to meet the standards of regulatory agencies and residents needs so that new residential development can be accommodated. The private sector's mandate is to build new residential units within the established goals and policies. The Housing Element will provide the link to form a partnership.

The types of programs proposed in the 2001-2006 Housing Element which should succeed because they build on the success and experience of the 1994 Housing Element are:

- ☐ Rehabilitation through code enforcement;
- ☐ Continuation of Second Unit Amnesty program coupled with participation in county housing rental rehabilitation programs;
- ☐ Residential and neighborhood maintenance through residential design review;
- ☐ Create zoning incentives for transit oriented development with inclusion of affordable units within 1/3 mile of the City's three transit hubs;

HOUSING ELEMENT
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- ☐ Form a partnership with a local non-profit to insure existing and new residential units stay affordable;
- ☐ Build on successful partnerships with non-profit providers and provide more regulatory incentives to encourage housing assistance for senior citizens including assistance in modifying existing housing for the elderly and disabled;
- ☐ Use zoning to provide more incentives for residential uses in mixed use and transition areas, have zoning in place early to take advantage of opportunities;
- ☐ Continuous staff training and encouragement in their role as program facilitator and broker between funding agencies and private developers.

GOALS, POLICIES AND ACTION PROGRAM

2001 – 2006

Key Findings:

- ☐ The Housing Element goals and policies compose the description of Burlingame's land use and development parameters for housing. The action program is the description of the specific means proposed for implementing these goals and policies in the next planning period for housing, 2001 through 2006.
- ☐ A unique aspect of the Housing Element action program is that it establishes quantified targets for the planning period and establishes a time frame for accomplishing each action.
- ☐ The city's accomplishments in terms of action program must be reported to the City Council and State of California annually. The form for the City's annual progress report to the City Council and State concludes this section.

GOALS AND POLICIES

This section of the Housing Element contains the goals and policies that the City of Burlingame intends to implement to address the housing needs identified in the needs assessment evaluation. The following section on Action Programs outlines specific actions to be taken to meet the goals and policies.

**GOAL A: PRESERVE RESIDENTIAL CHARACTER BY ENCOURAGING
MAINTENANCE, IMPROVEMENT AND REHABILITATION OF
THE CITY'S NEIGHBORHOODS AND HOUSING STOCK.**

- Policy H(A-1): Protect the character of existing residential neighborhoods.
- Policy H(A-2): Continue rehabilitation of structures in poor condition.
- Policy H(A-3): Maintain rental opportunities by discouraging conversion of affordable rental units to condominiums.
- Policy H(A-4): Promote programs that protect the City's lower-valued housing stock.
- Policy H(A-5): Pursue federal and State funds for the rehabilitation of lower and moderate income housing.
- Policy H(A-6): Provide pre-sale inspection upon request.
- Policy H(A-7): Consider neighborhood quality when approving new and remodeled residences.

GOAL B: PROVIDE VARIETY AND CHOICE OF HOUSING BY PROMOTING HOUSING OPPORTUNITIES FOR ALL PERSONS REGARDLESS OF AGE, SEX, RACE, COLOR, MARITAL STATUS, DISABILITY, NATIONAL ORIGIN OR OTHER BARRIERS.

Policy H(B-1): Promote equal housing opportunities for all Burlingame residents.

GOAL C: PROVIDE HOUSING OPPORTUNITIES FOR CITY EMPLOYEES, TEACHERS, HOSPITAL WORKERS AND OTHERS IN THE SERVICE INDUSTRY WHO WORK IN BURLINGAME.

Policy H (C-1): Inform local public sector and private sector employees about available housing assistance programs.

Policy H(C-2): Encourage inclusion of affordable dwelling units in multiple-family residential development.

Policy H(C-3): Encourage public agency partnerships to provide housing, reduce commute time and facilitate retention of community based groups like teachers, public employees, hospital and service sector workers.

GOAL D: ENCOURAGE SPECIAL PURPOSE HOUSING.

Policy H(D-1): Provide adequate, affordable housing for the City's elderly.

Policy H(D-2): Encourage alterations to existing structures that improve access for physically disadvantaged.

Policy H(D-3): Encourage housing opportunities for single-parent families.

Policy H(D-4): Encourage housing opportunities for low income single persons.

Policy H(D-5): Support county-wide program for homeless persons.

GOAL E: REDUCE RESIDENTIAL ENERGY USE TO CONSERVE ENERGY AND HELP REDUCE HOUSING COSTS.

Policy H(E-1): Promote the use of energy conservation in residential construction.

Policy H(E-2): Encourage energy conservation measures in rehabilitation projects.

GOAL F: ACHIEVE INCREASED AFFORDABILITY OF HOUSING.

Policy H(F-1): Improve balance of housing type, tenure and affordability by encouraging development of the sites and locations listed below to serve the income levels indicated.

Vacant or Underused Sites:

1800 El Camino Real, 0.9 acre zoned C-1/R-4 overlay
1875 California Drive, 0.33 acre zoned C-1/R-4 overlay
1870 El Camino Real, 0.78 acre zoned C-1/ R-4 overlay
One additional office site, 0.5 acre zoned C-1/R-4 overlay

Transit Oriented Sites

1764 Marco Polo Way, vacant 1.13 acre site zoned C-3
1777 Murchison Drive, vacant 1.3 acres zoned C-3
1825 Magnolia Drive, 1.4 acre site zoned C-3
California Drive north of Broadway, zoned C-2

Transition Areas

Rollins Road south of Bloomfield, zoned R-3
East side of Carolan between Cadillac and Toyon, 5.4 acres zoned C-2
Area south of Burlingame Avenue commercial area, zoned C-1

Policy H(F-2): Maintain data base of existing R-3, R-4 and CR zoning districts to remain aware of the number of additional units that could be developed on "under-developed" parcels in these areas.

Policy H(F-3): Encourage construction of mixed commercial-residential projects.

Policy H(F-4): Encourage conversion of existing accessory living units to legal, safe and sanitary housing units.

Policy H(F-5): Encourage non-profit housing corporations to develop affordable housing in appropriate sites in Burlingame.

Policy H(F-6): Work for expansion of Section 8 program in Burlingame.

Policy H(F7): Encourage participation in the San Mateo County first-time buyer program (Mortgage Credit Certificate) and other ownership assistance programs.

ACTION PROGRAM

This Section outlines the programs and actions to be taken to implement the policies listed above. Some of these are ongoing programs now in place, others will require changes to the city's ordinances and policies.

GOAL A: PRESERVE RESIDENTIAL CHARACTER BY ENCOURAGING MAINTENANCE, IMPROVEMENT AND REHABILITATION OF THE CITY'S NEIGHBORHOODS AND HOUSING STOCK.

H(A-1)Maintenance of Public Facilities In residential neighborhoods continue the maintenance and enhancement of public facilities such as streets, water supply and drainage by allocations from the general fund, gas tax revenue and, where appropriate, conditions of development.	Five Year Objective: <i>Continue maintenance programs for public facilities.</i>
H(A-2)Housing Rehabilitation Through the City's Code Enforcement Program, establish a program of contacting owners of structures that appear to be overcrowded, declining or in need of repair. Refer property owners to the Rehabilitation Loan Program administered by San Mateo County to assist qualified homeowners in making necessary repairs to structures in need of rehabilitation.	Five Year Objective: <i>Rehabilitate 20 housing units.</i>
H(A-3)Discourage condominium conversions Maintain the existing zoning controls which prohibit conversion of residential rental projects with fewer than 21 units to condominiums, and which contain strict regulations prohibiting conversion of less than 21 units to condominiums.	Five Year Objective: <i>No conversion of existing rental stock to condominiums</i>
H(A-4)Prevent conversion of residential units to non-residential use. Amend zoning code to require a conditional use permit for any project where residential units are proposed to be replaced by non-residential use.	Five Year Objective: <i>Retain existing rental housing.</i>

GOAL A: PRESERVE RESIDENTIAL CHARACTER BY ENCOURAGING MAINTENANCE, IMPROVEMENT AND REHABILITATION OF THE CITY'S NEIGHBORHOODS AND HOUSING STOCK.

H(A-5)Ensure affordability of existing units. Continue the relationship with the County of San Mateo Department of Housing for administration of Block Grant funds for housing programs; encourage use of available programs (such as HOME) to assist non-profit housing corporations in acquiring, rehabilitating and managing apartment units for long-term affordability.	Five Year Objective: <i>Encourage acquisition and rehabilitation of 20 apartment units for long-term affordable housing.</i>
H(A-6)Determine code compliance, structural deficiencies of existing residences upon sale. Continue program that assists in research of residential records upon the request of realtors or potential home buyers.	Five Year Objective: <i>Continue assistance to potential home buyers</i>
H(A-7)Residential design review Continue implementation of residential design review and zoning regulations including setbacks, floor area ratio, declining height; continue implementation of single family design review guidelines adopted in 1998.	Five Year Objective: <i>Process 250 applications for residential design review</i>

GOAL B: PROVIDE VARIETY AND CHOICE OF HOUSING BY PROMOTING HOUSING OPPORTUNITIES FOR ALL PERSONS REGARDLESS OF AGE, SEX, RACE, COLOR, MARITAL STATUS, DISABILITY, NATIONAL ORIGIN OR OTHER BARRIERS.

H(B-1)Public awareness of anti-discrimination laws and policies. Continue to fund the Code Enforcement Officer position and coordination with Planning Department code enforcement activities; provide information handouts; inform the public and local realtors about equal housing laws and recourse available in case of violations; refer complaints to California Department of Fair Employment and Housing; refer complaints regarding discrimination to La Raza Central Legal, a nonprofit community law center which works with local tenants to resolve landlord/tenant issues.	Five Year Objective <i>Continue referral activities through Code Enforcement Program</i>
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GOAL C: PROVIDE HOUSING OPPORTUNITIES FOR CITY EMPLOYEES, TEACHERS, HOSPITAL WORKERS AND OTHERS IN THE SERVICE INDUSTRY WHO WORK IN BURLINGAME.

H(C-1) Refer eligible employees to housing assistance programs.

Train staff about current opportunities; make available brochures and contact information to eligible residents who inquire about availability of programs. Refer eligible residents to CDBG programs administered by the County Office of Housing and Community Development.

Five Year Objective:

Continue staff training and to refer eligible residents to programs

H(C-2) Provide incentives for developers to include affordable units in new residential projects

Amend the zoning code to provide opportunities for density bonuses (through changes in parking requirements and/or height/bulk restrictions) for residential projects which include affordable units and are located within 1/3 mile of a transit station. Forge a partnership with a local non-profit agency to insure the units remain affordable

Five Year Objective:

Provide 75 new affordable units at transit hubs

H(C-3) Encourage public agency partnerships to provide housing, reduce commute time, and facilitate retention of groups like teachers, public employees, hospital and service sector workers.

Contact public agencies to encourage them to include a provision for housing in any facility expansion plans; disseminate information about available CDBG funded programs.

Five Year Objective:

Provide 50 new housing units in the vicinity of public agency workplaces and commercial centers.

GOAL D: ENCOURAGE SPECIAL PURPOSE HOUSING.

H(D-1) Increase affordability for elderly households.

- a. Extend the second unit amnesty program for five years to allow creation of accessible secondary units for the frail elderly;
- b. Continue to allow upon request curbside disabled accessible parking spaces in single family neighborhoods.

Five Year Objective:

Provide 30 affordable units for the elderly.

Increase number of Section 8 units for elderly by 5 units.

GOAL D: ENCOURAGE SPECIAL PURPOSE HOUSING.

- c. Coordinate with San Mateo County Housing Authority to increase the number of Section 8 units for Burlingame's elderly population.
- d. Continue updating and distributing widely to local residents the *Senior Resources Handbook: An Informational Guide for Burlingame Senior Citizens, Their Families and Caregivers*.
- e. Expand incentives for new senior housing by amending the code to allow reduced parking requirements for assisted living projects.
- f. Continue City financial support to non-profit agencies which administer housing programs for seniors (home sharing, reverse mortgage). Planning staff to work with these agencies to facilitate implementation of their programs in Burlingame.
- g. Encourage non-profit housing groups to develop housing by having adequate Planning staff to facilitate project processing and environmental review, and by maintaining the existing incentives in the zoning regulations for residential facilities for the elderly.
- h. Refer seniors who are homeowners to the Human Investment Project for Housing Home Sharing Program, to find eligible tenants to share their housing.

H(D-2)Improve livability of housing units for disabled population.

- a. Formulate and consider code changes that would allow code exceptions to modify housing for elderly and physically disabled for the duration of their tenancy.
- b. Amend the zoning code to provide an exemption from lot coverage and setback requirements for ramps and landings added to residences and group homes in order to provide access for the disabled.
- c. Consider zoning code changes to add opportunities for group homes for the disabled in the R-3 and R-4 zone districts.
- d. Establish a process for requesting disabled parking curb markings in the single family residential areas for persons with disabilities.
- e. Analyze current zoning and development standards to identify barriers to disabled housing.

Five Year Objective:

Facilitate use of County assistance and staff work with residents to modify 10 existing housing units to accommodate disabled.

GOAL D: ENCOURAGE SPECIAL PURPOSE HOUSING.	
H(D-3)Add affordable housing units for single-parent households. Assign staff to carry out the following actions: - Work with the County Housing Authority to increase the number of Section 8 certificates for single-parent families. - Work with the Human Investment Project for Housing, a non-profit housing corporation which administers a home-sharing program which is available for Burlingame residents. Develop literature regarding availability of housing programs; distribute to Burlingame residents. Continue City funding assistance.	Five Year Objective: <i>Increase by 5 the number of Section 8 units for single parent households. Train staff and refer single parent households to shared housing program, IHN or other local assistance providers.</i>
H(D-4)Provide affordable studio or one-bedroom units for single occupants. - Expand the multiple family overlay zone to include the C-3 zoned areas between Murchison Avenue and Peninsula Hospital and between Magnolia Avenue and Ogden Drive, and the area on the east site of Marco Polo Way. - Develop revisions to the code to encourage development of studio and one-unit apartments with reduced parking requirements when located within one-third mile of a transit hub or major bus route.	Five Year Objective: <i>Provide affordable efficiency housing units on selected sites: 1875 California Drive – 28 units Office site in R-4 overlay – 43 units South of Burlingame Ave. – 70 units Total: 141 affordable efficiency units</i> <i>Rezone properties with residential overlay</i> <i>Amend code to modify parking requirements when within a transit hub area</i>
H(D-5)Provide local share of support for county-wide homeless programs Continue financial contributions to agencies which provide service to the homeless population in San Mateo County; continue to allow group facilities for the homeless in conjunction with church facilities as a conditional use; continue to support financially and work with local and non-profit providers in San Mateo County to provide homeless shelters county-wide.	Five Year Objective: <i>Continue financial support of County-wide programs.</i> <i>Staff continue to facilitate process necessary to provide such services in the City.</i>

GOAL E: REDUCE RESIDENTIAL ENERGY USE TO CONSERVE ENERGY AND HELP REDUCE HOUSING COSTS.

H(E-1)Energy conservation for major residential construction

In all plan checking for new residential construction and major additions, apply Title 24 energy conservation requirements; where possible in planning developments, require structural and landscaping design to make use of natural heating and cooling.

Five Year Objective:

Add energy conservation features to 250 residences.

H(E-2)Community awareness of conservation benefits

Distribute brochure on available energy conservation programs and measures at the Planning counter to all residents planning to expand or build new residences.

Five Year Objective

Provide energy conservation information to public.

GOAL F: ACHIEVE INCREASED AFFORDABILITY OF HOUSING.

H(F-1)Encourage development of housing on selected sites to serve all income levels

Encourage housing development by making sure zoning is in place, amending zoning code requirements to provide incentives for affordable/transit oriented housing (by reducing parking requirements/changing height and bulk restrictions); amend the zoning code to provide incentives for lot consolidation; extend the R-3 overlay zone along Rollins Road south of Bloomfield to allow increased density, including a density bonus for lot consolidation; building on the current R-4 zone, create a new overlay zone for properties near the new BART station and Peninsula Hospital; and fast track zoning and building permit processing for housing applications on the following sites:

Vacant and Underused Sites:

- 1800 El Camino Real - 0.9 acre, zoned C-1/R-4 Overlay
- 1875 California Drive - 0.33 acre, zoned C-1/R-4 Overlay
- 1870 El Camino Real - 0.78 acre, zoned C-1/R-4 Overlay
- Site 4 – additional 0.5 acre zoned C-1/R-4 Overlay

Transit Oriented Sites now Commercial

- 1764 Marco Polo Way - 1.13 acre zoned C-3
- 1777 Murchison Drive - 1.3 acres zoned C-3
- 1825 Magnolia Drive - 1.40 acre parcel zoned C-3
- Area along California Drive – North of Broadway zoned C-2

Five Year Objective

Promote development of at least 772 units (448 market rate units and 111 very low income, 56 low income and 157 moderate income units) between 2001 and 2006.

GOAL E: REDUCE RESIDENTIAL ENERGY USE TO CONSERVE ENERGY AND HELP REDUCE HOUSING COSTS.	
Transition Areas • Rollins Road South of Bloomfield – zoned R-3 • East side of Carolan next to North Park Apartments - 5.38 acres zoned C-2 Area south of Burlingame Avenue zoned C-1	
H(F-2) Promote development of potential housing sites a. Maintain and update the area-by-area land use surveys, note changes in vacant and underutilized sites; share information with potential residential developers. b. Promote development of housing units by offering incentives for guarantees of long-term affordability (such as reduced parking requirements/increased height).	Five Year Objective <i>Provide assistance and incentives to encourage development of the sites listed in H(F-1).</i>
H(F-3) Identify sites for mixed use and small one-bedroom or studio apartments. a. Encourage development of sites in C-R zone and where there is commercial zoning with a residential overlay; b. modify regulations to encourage mixed use and provide incentives for keeping units affordable; c. consider parking reductions for locations within one- third mile of transit hubs or along transit corridors; d. consider regulations for shared parking for mixed use with different day/night parking demands.	Five Year Objective <i>Encourage development of 141 units in the C-R zone and selected sites identified in H(F-1)</i> <i>Provide incentives for development of units in C-R zone and on sites identified in H(F-1) above.</i> <i>Encourage mixed use and live/work units in the area south of Burlingame Avenue.</i> <i>Amend the zoning code to provide opportunities for live/work and mixed use projects</i>
H(F-4) Second-unit Amnesty Continue the second unit amnesty program beyond its initial two-year time frame (2001 – 2003), extend to 2006; provide second unit applicants with information on participation in the San Mateo County Rental Rehabilitation program which provides rehabilitation loans for units which are available to tenants with low or very low incomes; consider expansion of the program by changing the eligibility date to qualify for second-unit amnesty.	Five Year Objective: <i>Process 125 applications for second unit amnesty;</i> <i>Provide opportunities for rehabilitation of these units</i>

GOAL E: REDUCE RESIDENTIAL ENERGY USE TO CONSERVE ENERGY AND HELP REDUCE HOUSING COSTS.

H(F-5) To expand the stock of affordable housing

Staff contact known non-profit housing corporations and religious institutions to make them aware of City interest, familiarize them with the opportunities available in Burlingame, and assist in processing where applications are required; encourage use of private foundation grants to fund affordable units.

Five Year Objective:

Encourage development of affordable units on sites identified in H(F-1) above.

H(F-6) Section 8 Program

Work with San Mateo County Community Services and Housing Authority to provide Burlingame a proportionate share of Section 8 funds; distribute information about program to potential property owner and renter participants.

Five Year Objective:

Current number of Section 8 units is 55. Attempt to increase by an additional 25 units (total of 80 units).

H(F-7) First-time Homebuyer Program

Continue to participate in cooperative CDBG agreement with San Mateo County to provide Burlingame residents with the opportunity to participate in the first-time homebuyer program (Mortgage Credit Certificate) funded by CDBG.

Five Year Objective:

Obtain assistance for 15 Burlingame residents.

Table H-12 – Quantified Summary of 2001 – 2006 Housing Element Work Program

Income Category	ABAG Fair Share	New Construction	Rehabilitation	Conservation	Total
Very low	110	111	22	72	205
Low	56	56	28	115	199
Moderate	157	159	0	11	168
Above Moderate	242	448	250	0	698
Total	565	774	300	198	1270

Table H-13 – Quantified Summary by Program Type

Program	New Construction	Rehabilitation	Conservation
H(A-2) Housing Rehabilitation		20	
H(A-5) Acquisition		20	
H(A-7) Design Review		250	
H(C-2) Density Bonus	(75)		
H(D-1) Elderly	(30)		8 (Section 8)
H(D-2) Disabled		10	
H(D-3) Single Parent			5 (Section 8)
H(D-4) Efficiency Units	(141)		
H(E-1) Energy Conservation		(250)	
H(F-1) New Development on Selected sites	772		
H(F-3) Mixed Use	(50)		
H(F-4) Second Unit Amnesty			125
H(F-6) Section 8			25 (Section 8)
H(F-7) First time homebuyer			15
TOTAL	772	300	198

Note: Numbers in parentheses () are included in the total for H(F-1) for new construction and H(A-7) for rehabilitation.

TABLE H-14 – SUMMARY OF HOUSING PROGRAM IMPLEMENTATION

PROGRAM	QUANTIFIED OBJECTIVE	ACTION	Funding Source	Responsible Agency	Time-Frame
H(A-1) Maintenance of Public Improvements	Continue maintenance program for public facilities	Maintain and enhance streets, water and sewer facilities	General Fund, Gas Tax Fund	Planning, Public Works, City Manager	2001-2006
H(A-2) Housing Rehabilitation	Rehabilitate 20 housing units	Referral to County assistance through Code Enforcement Program	General Fund, CDBG funds	Code Enforcement Planning Building	2001-2006
H(A-3) Discourage condominium conversion	No conversion of existing rental stock to condominiums	Continue to prevent condominium conversion through implementation of existing zoning controls	N/A	Planning	2001-2006
H(A-4) Prevent conversion of residential units to non-residential use	Retain existing rental housing	Amend code to require conditional use permit for any project where residential units are proposed to be replaced by non residential use	Public	Planning	2002
H(A-5) Ensure affordability of existing units	Encourage acquisition and rehabilitation of 20 apartment units for long-term affordable housing	Participate in County housing programs, provide referrals to non profit housing corporations to acquire, rehabilitate and manage apartment units	CDBG	Planning, City Manager, City Council	2001-2006
H(A-6) Determine code compliance, structural deficiencies of homes upon sale	Continue to provide assistance to potential home buyers	City staff to assist with research of residential records	City	Planning and Building	2001-2006
H(A-7) Residential Design Review	Process 250 applications for residential design review	Continue implementation of single family design review and zoning ordinance regulations controlling mass and bulk	Application Fees	Planning Department and Planning Commission	2001-2006
H(B-1) Public awareness of anti-discrimination laws	Continue referral activities through code enforcement program	Continue code enforcement activities and refer complaints to California Department of Fair Employment and Housing; refer complaints about housing discrimination to La Raza Central Legal	City funds, literature from other agencies	Code Enforcement Planning Building	2001-2006
H(C-1) Referral to Housing Assistance Programs for eligible employees	Continue to refer eligible employees to programs	Train staff about current opportunities, disseminate information regarding programs, refer eligible residents to County Office of Housing and Community Development	City funds, CDBG funds	Planning	2001-2006

HOUSING ELEMENT
HOUSING GOALS, POLICIES AND ACTION PROGRAM

PROGRAM	QUANTIFIED OBJECTIVE	ACTION	Funding Source	Responsible Agency	Time-Frame
H(C-2) Provide incentives for inclusion of affordable dwelling units in residential development	Provide 75 new housing units at transit hubs	a. Amend zoning code to provide incentives for residential projects which include affordable units and are within 1/3 mile of a transit station b. Establish partnership with local non-profit agency to insure the units remain affordable	Private, City	Planning	2003
H(C-3) Encourage public agency partnerships to provide housing for groups like teachers, public and hospital employees.	Provide 50 new housing units in the vicinity of public agency workplaces	Contact public agencies and encourage them to include a provision for employee housing in any facility expansion plans; have city staff assist interested agencies by sharing information on housing funding available from CDBG and other sources and with technical planning assistance.	Public Agencies	Planning	2001-2006
H(D-1) Increase affordability for elderly households	Provide 30 affordable units for the elderly; Increase number of Section 8 units for elderly by 5 units.	a. extend the second unit amnesty program for five years; b. Continue to allow curbside disabled parking spaces in neighborhoods. c. Coordinate with San Mateo County Housing Authority to increase number of Section 8 units for Burlingame's elderly population. d. Continue updating and distributing Senior Resources Handbook.. e. Expand incentives for new senior housing by reducing parking requirements for assisted living projects. f. Continue City financial support to non-profit agencies which administer housing programs for seniors; work with these agencies to facilitate implementation of their programs in Burlingame. g. Encourage non-profit housing groups to develop housing by facilitating project processing and providing incentives in the zoning regulations. h. Refer seniors who are homeowners to the Human Investment Project for Housing Home Sharing Program, to find eligible tenants to share their housing.	City funds, private funds, volunteers	Planning, City Manager, City Council, Parks and Recreation Department	2003 for code changes 2001 - 2006 for ongoing

HOUSING ELEMENT
HOUSING GOALS, POLICIES AND ACTION PROGRAM

PROGRAM	QUANTIFIED OBJECTIVE	ACTION	Funding Source	Responsible Agency	Time-Frame
H(D-2) Improve livability of housing units for disabled population	Modify 10 existing housing units to accommodate disabled	Consider code changes that would allow exceptions to modify housing for elderly and disabled; amend zoning code to exempt ramps and landings for accessibility from lot coverage requirements; consider zoning code changes to add opportunities for group homes for the disabled in the R-3 & R-4 zone districts; develop a process for requesting disabled parking curb markings in residential areas; analyze current zoning standards to identify barriers to disabled housing.	City funds for code changes, private funds for alterations	Planning, City Council	2003
H(D-3) Add affordable housing units for single parent households	Increase by 5 the number of Section 8 units for single parent households Refer single parent households to shared housing program	Work with County Housing Authority to increase the number of Section 8 certificates for single-parent households; Refer eligible residents to HIP Housing for shared housing	HUD funds, City funds	Planning, City Council	2001-2006
H(D-4) Provide affordable studio or one-bedroom units for single persons	Provide 141 affordable efficiency units for single persons	a. Expand the multiple family overlay zone to include the C-3 zoned areas between Murchison Avenue and Peninsula Hospital and between Magnolia Avenue and Ogden Drive, and the area on the east site of Marco Polo Way. b. Develop code revisions to encourage development of studio and one-unit apartments by reducing parking requirements when located within one-third mile of a transit hub or major bus route.	City funds for rezoning and code revisions, private/HCD /MTC funds for development	Planning, City Council, private developers	2003
H(D-5) Provide local share of support for county-wide homeless programs	Continue support of County-wide programs	Continue financial contributions to agencies which provide service to the homeless population in San Mateo County; continue to allow group facilities for the homeless in conjunction with church facilities as a conditional use; continue to support financially and work with local and non-profit providers in San Mateo County to provide homeless shelters county-wide.	General Fund	City Council, Planning	2001-2006

PROGRAM	QUANTIFIED OBJECTIVE	ACTION	Funding Source	Responsible Agency	Time-Frame
H(E-1) Energy Conservation for Residential construction	Add energy conservation features to 250 remodeled and new residences	Apply Title 24 energy conservation requirements to all new residential construction and major additions; require structural and landscaping design to make use of natural heating and cooling	City funds, development fees	Planning, Building	2001-2006
H(E-2) Community awareness of conservation benefits	Provide energy conservation information to public	Distribute brochure on available energy conservation programs and measures to all residents planning to expand or build new residences.	PG & E, State and Federal grants	Planning, Building	2001-2006
H(F-1) Encourage development of housing on selected sites to serve all income levels	Promote development of at least 772 units (448 market rate units and 324 affordable units)	Encourage housing development by making sure zoning is in place, amending zoning code requirements to provide incentives for affordable/transit oriented housing and for lot consolidation, fast track processing of housing applications on selected sites.	City funds, application fees	Planning, City Council	2003 for code changes 2003-2006 for development
H(F-2) Promote development of potential housing sites	Provide encouragement and incentives to encourage development of selected sites.	Maintain land use surveys, contact owners of selected sites, promote development by offering incentives for guarantees of long-term affordability	City funds	Planning	2001-2006
H(F-3) Identify sites for mixed use and small one-bedroom or studio apartments	Encourage development of 50 units in the C-R zone; Provide incentives for development of units in C-R zone and on selected sites.	Encourage development on C-R zoned sites and commercial sites with a residential overlay; modify regulations to encourage mixed use and provide incentives for keeping units affordable. Encourage mixed use in the area south of Burlingame Avenue. Amend the zoning code to provide opportunities for live/work and mixed use projects.	City funds	Planning, City Council	2002 for zoning changes 2003 for code amendments
H(F-4) Second Unit Amnesty	Process 125 units for second unit amnesty; provide opportunities for rehabilitation of those units	Extend the second unit amnesty program to 2006; provide applicants with information on the County's rental rehabilitation program; consider expansion of the program to include more units by changing eligibility date.	City funds; private funds; CDBG funds	Planning, Building	2001-2006 2002 for changes to second unit amnesty program

HOUSING ELEMENT
HOUSING GOALS, POLICIES AND ACTION PROGRAM

PROGRAM	QUANTIFIED OBJECTIVE	ACTION	Funding Source	Responsible Agency	Time-Frame
H(F-5) Expand the stock of affordable housing	Encourage development of 50 affordable units on selected sites	Staff contact known non-profit housing corporations and religious institutions to make them aware of City interest, familiarize them with the opportunities available in Burlingame, and assist in processing where applications are required. Encourage use of private foundation grants to fund affordable units.	Non-profit and public sources	Planning, City Manager, City Council	2001-2006
H(F-6): Section 8 Program	Current number of Section 8 units is 55; attempt to increase by an additional 25 units (total of 80 units)	Work with San Mateo County Community Services and Housing Authority to provide Burlingame with a proportional share of Section 8 funds; distribute information about program to potential property owner and renter participants	City funds; HUD Section 8 funds	Planning, City Manager	2001-2006
H(F-7) First-time homebuyer program	Obtain assistance for 15 Burlingame residents	Continue to participate in cooperative CDBG agreement with San Mateo County to provide Burlingame residents with the opportunity to participate in the first-time homebuyer program.	CDBG funds, tax credits	Planning, City Manager, City Council	2001-2006

ANNUAL PROGRESS EVALUATION

Government Code Section 65400(b)(1) requires that each jurisdiction provide an annual report to the State legislature which provides information on the status of the implementation programs identified by the Housing Element. This report shall include the status of general plan and implementation efforts, including progress in meeting the share of the regional housing need, and efforts to remove government constraints to development.

The following pages include the format which the City of Burlingame will use to document its progress on implementation of the programs identified in the Housing Element. The Evaluation Form is broken into three sections:

1. Status of programs which target new construction, rehabilitation and maintenance of housing units;
2. Status of programs which provide ongoing assistance to residents and developers and provide improvements to residential areas; and
3. Programs which require zoning code amendments to facilitate the production of new housing.

The annual report will be submitted to the Governor's Office of Planning and Research and the Department of Housing and Community Development by July 1st of each year.

These reports will be used to document progress in meeting the identified housing goals and objectives, facilitate housing element revisions and updates and assist in subsequent reviews of the Housing Element.

CITY OF BURLINGAME

**HOUSING ELEMENT
ANNUAL PROGRESS EVALUATION
FY _____**

INTRODUCTION

The Purpose of this report is to summarize Housing Program accomplishments for the fiscal year and how these accomplishments contribute toward the goals of the 2001 Housing Element. The report consists of the list of goals taken from the Housing Element followed by a description of program activities for this fiscal year which have worked toward these goals.

Housing Element Goals

- GOAL A: PRESERVE RESIDENTIAL CHARACTER BY ENCOURAGING MAINTENANCE, IMPROVEMENT AND REHABILITATION OF THE CITY'S NEIGHBORHOODS AND HOUSING STOCK.**
- GOAL B: PROVIDE VARIETY AND CHOICE OF HOUSING BY PROMOTING HOUSING OPPORTUNITIES FOR ALL PERSONS REGARDLESS OF AGE, SEX, RACE, COLOR, MARITAL STATUS, DISABILITY, NATIONAL ORIGIN OR OTHER BARRIERS.**
- GOAL C: PROVIDE HOUSING OPPORTUNITIES FOR CITY EMPLOYEES, TEACHERS, HOSPITAL WORKERS AND OTHERS IN THE SERVICE INDUSTRY WHO WORK IN BURLINGAME.**
- GOAL D: ENCOURAGE SPECIAL PURPOSE HOUSING.**
- GOAL E: REDUCE RESIDENTIAL ENERGY USE TO CONSERVE ENERGY AND HELP REDUCE HOUSING COSTS.**
- GOAL F: ACHIEVE INCREASED AFFORDABILITY OF HOUSING.**

Targets For New Construction, Rehabilitation And Maintenance Of Units

Following is a list of the programs and targets identified to produce new units, rehabilitate existing units and maintain units as affordable in the 2001 Housing Element Update.

PROGRAM H(A-2) Housing Rehabilitation										
	Very Low Income		Low Income		Moderate Income		Above Moderate		Total	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
New Construction										
Rehabilitation	7		13						20	
Maintenance										
TOTAL	7		13						20	

PROGRAM H(A-5) Ensure affordability of existing units										
	Very Low Income		Low Income		Moderate Income		Above Moderate		Total	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
New Construction										
Rehabilitation	15		5						20	
Maintenance										
TOTAL	15		5						20	
PROGRAM H(A-7) Residential Design Review										
PROGRAM H(E-1) Energy Conservation for Residential construction										
	Very Low Income		Low Income		Moderate Income		Above Moderate		Total	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
New Construction										
Rehabilitation							175		175	
Maintenance										
TOTAL							175		175	
PROGRAM H(D-1) Increase affordability for elderly households										
	Very Low Income		Low Income		Moderate Income		Above Moderate		Total	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
New Construction										
Rehabilitation										
Maintenance	3		2						5	
TOTAL	3		2						5	
PROGRAM H(D-2) Improve livability of housing units for disabled population										
	Very Low Income		Low Income		Moderate Income		Above Moderate		Total	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
New Construction										
Rehabilitation			10						10	
Maintenance										
TOTAL			10						10	
PROGRAM H(D-3) Add affordable housing units for single parent households										
	Very Low Income		Low Income		Moderate Income		Above Moderate		Total	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
New Construction										
Rehabilitation										
Maintenance	3		2						5	
TOTAL	3		2						5	
PROGRAM H(F-1) Encourage development of housing on selected sites to serve all income levels										
PROGRAM H(D-2) Improve livability of housing units for disabled population (10 new units included below)										
PROGRAM H(D-4) Provide affordable studio or one-bedroom units for single persons (141 efficiency units included)										
PROGRAM H(F-3) Identify sites for mixed use and small one-bedroom or studio apartments										
	Very Low Income		Low Income		Moderate Income		Above Moderate		Total	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
New Construction	111		56		157		448		772	
Rehabilitation										
Maintenance										
TOTAL	111		56		157		448		772	

PROGRAM H(F-4) Second Unit Amnesty										
	Very Low Income		Low Income		Moderate Income		Above Moderate		Total	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
New Construction										
Rehabilitation										
Maintenance	85		165						250	
TOTAL	85		165						250	

PROGRAM H(F-6): Section 8 Program										
	Very Low Income		Low Income		Moderate Income		Above Moderate		Total	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
New Construction										
Rehabilitation										
Maintenance	19		5		1				25	
TOTAL	19		5		1				25	

PROGRAM H(F-7) First-time homebuyer program										
	Very Low Income		Low Income		Moderate Income		Above Moderate		Total	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
New Construction										
Rehabilitation										
Maintenance					15				15	
TOTAL					15				15	

TOTAL ALL PROGRAMS										
	Very Low Income		Low Income		Moderate Income		Above Moderate		Total	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
New Construction	111		56		157		448		772	
Rehabilitation	22		28		0		175		225	
Maintenance	110		174		16		0		300	
TOTAL	243		258		173		623		1297	

Ongoing Programs

The following is a list and description of programs where the City provides ongoing assistance, but that there is no numerical quantification of the service provided.

PROGRAM H(A-1) Maintenance of Public Improvements	
In residential neighborhoods continue the maintenance and enhancement of public facilities such as streets, water supply and drainage by allocations from the general fund, gas tax revenue and, where appropriate, conditions of development.	STATUS:
PROGRAM H(A-3) Discourage condominium conversion	
Maintain the existing zoning controls which prohibit conversion of residential rental projects with fewer than 21 units to condominiums, and which contain strict regulations for conversion of more than 21 units to condominiums.	STATUS:
PROGRAM H(A-6) Determine code compliance, structural deficiencies of homes upon sale	
Continue program that assists in research of residential records upon the request of realtors or potential home buyers.	STATUS:

PROGRAM H(B-1) Public awareness of anti-discrimination laws	
Continue Code Enforcement Officer and coordination with Planning Department code enforcement activities; provide information handouts; inform the public and local realtors about equal housing laws and recourse available in case of violations; refer complaints to California Department of Fair Employment and Housing; refer complaints regarding discrimination to La Raza Central Legal, a nonprofit community law center which works with local tenants to resolve landlord/tenant issues.	STATUS:
PROGRAM H(C-1) Referral to Housing Assistance Programs for eligible employees	
Train staff about current opportunities; make available brochures and contact information to eligible residents who inquire about availability of programs. Refer eligible residents to CDBG programs administered by the County Office of Housing and Community Development.	STATUS:
PROGRAM H(D-5) Provide local share of support for county-wide homeless programs	
Continue financial contributions to agencies which provide service to the homeless population in San Mateo County; continue to allow group facilities for the homeless in conjunction with church facilities as a conditional use; continue to support financially and work with local and non-profit providers in San Mateo County to provide homeless shelters county-wide.	STATUS:
PROGRAM H(E-2) Community awareness of conservation benefits	
Distribute brochure on available energy conservation programs and measures at the Planning counter to all residents planning to expand or build new residences.	STATUS:
PROGRAM H(F-5) Expand the stock of affordable housing	
Staff contact known non-profit housing corporations and religious institutions to make them aware of City interest, familiarize them with the opportunities available in Burlingame, and assist in processing where applications are required.	STATUS:

Programs Requiring Code Amendments

The following programs require implementation of zoning code amendments to facilitate the production of new housing.

PROGRAM H(A-4) Prevent conversion of residential units to non-residential use		
Amend zoning code to require a conditional use permit for any project where residential units are proposed to be replaced by non-residential use.	Target Date: 2002	Status:
PROGRAM H(C-2) Provide incentives for inclusion of affordable dwelling units in residential development		
Amend the zoning code to provide opportunities for density bonuses (through changes in parking requirements and/or height/bulk restrictions) for residential projects which include affordable units and are located within 1/3 mile of a transit station. Forge a partnership with a local non-profit agency to insure the units remain affordable	Target Date: 2003	Status:

PROGRAM H(D-2) Improve livability of housing units for disabled population		
Formulate and consider code changes that would allow code exceptions to modify housing for elderly and physically disabled for the duration of their tenancy; amend the zoning code to provide an exemption from lot coverage and setback requirements for ramps and landings added to residences and group homes in order to provide access for the disabled; consider zoning code changes to add opportunities for group homes for the disabled in the R-3 and R-4 zoned districts; develop a process for requesting disabled parking curb markings in residential areas; analyze current zoning and development standards to identify barriers to disabled housing.	Target Date: 2003	Status:
PROGRAM H(F-1): Encourage Development of Housing		
Amend the zoning code to: a. provide incentives for affordable and transit oriented housing by reducing parking requirements and/or changing height and bulk restrictions; b. provide incentives for lot consolidation; c. create residential overlays in areas now zoned commercial; d. Extend R-3 overlay zone along Rollins south of Bloomfield to allow increased density; and e. Put an R-4 residential overlay on the C-1 and C-3 zoned properties near Peninsula Hospital.	Target Date: 2003	Status:
PROGRAM H(F-2) Promote development of potential housing sites		
a. Maintain and update the area-by-area land use surveys, note changes in vacant and underutilized sites; periodically contact owners of these parcels to determine intentions for the properties in these zoning districts. b. Promote development of housing units by offering incentives for guarantees of long-term affordability (such as reduced parking requirements/increased height).	Target Date: 2003	Status:
PROGRAM H(F-4): Second Unit Amnesty Program		
a. extend existing second unit amnesty program to 2006; b. consider changing eligibility date for units to qualify; and c. look at parking requirements for second units	Target Date: 2002	Status:

DATA SOURCES

- 1 United States Census 2000
- 2 Historical United States Census Data
- 3 Employment Development Department
- 4 Sustainable San Mateo County Report Card, May 2001
- 5 Association of Bay Area Governments, Projections 2000
- 6 Environmental Impact Report, 301 Airport Boulevard, Draft EIR Project Description,
Table II.2
- 7 BT Commercial
- 8 Metroscan San Mateo County
- 9 City of Burlingame Building Department, Monthly Permit Activity Report
- 10 City of Burlingame Code Enforcement, City Attorney's Office
- 11 San Mateo County, Human Services Agency, Housing Division
- 12 National Interfaith Hospitality Network Quarterly Statistics, January 2001 to June
2001
- 13 City of Burlingame Finance Department
- 14 Peninsula Congestion Relief Alliance, Transportation Action Program, Burlingame,
California, December 2000
- 15 National Coalition for the Homeless, June 1999
- 16 Department of Housing and Community Development, Division of Housing Policy
Development, 2000 Income Limits, March 2000

OPEN SPACE ELEMENT

Adopted by the City Council

Resolution 40-73

June 4, 1973

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INTRODUCTION

This proposed open space element has been developed in response to requirements of the State Legislature embodied in the Planning and Zoning Law. Article 10.5, Title 5 of the Government Code which requires each city and each county to prepare and adopt by June 30, 1973, an Open Space element for the comprehensive and long-range preservation of open space lands within its jurisdiction. The Open Space Element is required to include an action program indicating programs the City Council intends to pursue in implementing its open space plan. According to the state law open space land is any parcel or area of land or water which is essentially unimproved and devoted to an open space use and which is designated on a local, regional or state open space plan as any of the following:

- (1) Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, lakeshores, banks of rivers and streams, and watershed lands.
- (2) Open space used for the managed production of resources including, but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground-water basins; marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.
- (3) Open space for outdoor recreation including, but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and open-space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.
- (4) Open space for public health and safety including, but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.

The Goals and Implementing objectives, Part I of the City General Plan adopted by the City in 1969, provide the local policy context for applying the state legislative directive to Burlingame.

In formulating this Open Space Element, open space was viewed as a general three-dimensional resource made up of all the space above the surface of the earth and water not occupied by

structures. Open space thus includes large and small spaces above predominantly open public and private lands and between and above buildings. State and Federal definitions emphasize that size is not a limiting factor for open space, nor is public ownership of all open space intended. Further, the definitions clearly recognize that open space serves a variety of purposes.

Burlingame's open space resources were viewed as potential components of a general system of open spaces and evaluated in relationship to the State criteria and definitions and city goals and objectives. As appropriate, land areas were identified as open space lands serving one or more of the open space functions identified by the State. In addition, needs and opportunities for other forms of open space were evaluated and other open spaces were identified as necessary for health, safety or the quality of life. This system of open spaces is proposed for preservation through a variety of methods, including regulation and public acquisition in fee or lesser interest.

THE OPEN SPACE ELEMENT AS PART OF THE GENERAL PLAN

The Open Space Element is intended to be supplementary to previously adopted General Plan elements. In case of any conflict, the Open Space Element is intended to supersede previously adopted material but only to the extent of the conflict.

The Open Space Element includes three divisions--Division I -Definitions and Policies and Action Program; Division II -Open Space Proposals; Division III - Plan Diagram. The Open Space Element, when adopted, will become part of Part II of the General Plan.

DEFINITIONS AND POLICIES

DEFINITIONS AND GENERAL CONCEPTS

Open Space

For the purpose of this element of the General Plan, open space is defined as all of the space above the surface of the earth or water which is not occupied by structures. Open space, therefore, is essentially three-dimensional. It is given definition by buildings and other structures, land forms, and prominent vegetation.

The concept of three-dimensionality is particularly important in open space planning for Burlingame because of the physical situation of the City extending from the Bay to the Skyline. Both hillside and flat land sections of the City are given specific recognition in this element of the plan, with policies intended to protect and enhance the open space resources and the quality of views to and from the hillsides.

A system of open spaces is proposed including a network of large and small spaces (preserves, parks, street space, yards, and other spaces) extending over the city-scape between and above buildings, trees, and other topographic features. This system of open spaces is considered to be made up of components of three general scales - very large (macro), intermediate, and small (micro). Macro open space serves a city-wide or regional public; intermediate open space serves a segment of the city; and micro open space serves a local or individual need. These components are defined as follows:

1. **Macro-Scale Open Space** - Spaces where the sense of openness is extensive; views encompass large expanses of water or undeveloped or primarily undeveloped land and afford a sense of considerable distance.
2. **Intermediate-Scale Open Space** - Spaces of intermediate scale ranging in size from 3 to 30 acres, and varying in character from natural open space areas to extensively landscaped spaces within large developments, the unifying element being the sense of openness in the middle ground with definite background limits to the view.
3. **Micro-Scale Open Space** - Spaces that are of a small or intimate nature where the observer is intimately confronting the limiting structures and is precluded from viewing beyond these immediate limits. Attention is usually focused on the detail of form, texture and color of foreground objects and limiting structures.

Open Space Lands

Within the general three-dimensional open space system are particularly significant open spaces - those resulting from open space lands. These are the open spaces that relate most specifically to

the categories of open space lands defined in the state law¹ where open space land is defined as any parcel or area of land or water which is essentially unimproved and devoted to an open space use and which is designated on a local, regional or state open space plan as any of the following:

1. Open space for preservation of natural resources.
2. Open space used for the managed production of resources.
3. Open space for outdoor recreation.
4. Open space for public health and safety.

General Open Space

This category includes the balance of the open spaces in the planning area (city plus adjoining areas important to the city) proposed in this element of the General Plan to be preserved as open space.

POLICIES/OBJECTIVES

This element of the General Plan is intended to provide additional means of securing the Community Goals and Implementing Objectives included in Part I of this General Plan. The specific objectives of this element of the plan are to:

- OS(A):** Preserve existing open space and open space lands to the fullest extent practicable, with spaces ranging in size from regional scale to small open spaces on individual lots.
- OS(B):** Increase privacy, amenity and safety, and assure provision of light and air.
- OS(C):** Preserve the important vistas, such as the hillside leading to the Skyline Ridge as seen from the Bay plain, and the Bay as seen from the hillside.
- OS(D):** Provide open space for recreational needs and for the preservation of sites of historical and cultural significance.
- OS(E):** Protect and maintain those areas necessary to the integrity of the natural processes with special emphasis on, but not limited to, the water regimen and air quality.
- OS(F):** Protect and preserve open spaces which are vital as wildlife habitat and areas of major or unique ecological significance.

¹Article 10.5, Title 5 of the California Government Code, as amended by Assembly Bill 966 (1972).

- OS(G):** Maintain open space to shape and guide development and to enhance community identity.
- OS(H):** Establish the basic framework for a continuing action program designed to protect valuable and limited open space resources.

ACTIONS/PRINCIPLES

- OS(1):** Areas that contribute to the maintenance of a quality living environment for both local and sub-regional residents should be preserved as open space. Areas that fall into this category include:
- a. Areas of visual dominance - Skyline Ridge, Canyons, Bay.
 - b. Visual corridors.
 - c. Areas of special ecological significance (wildlife and vegetation).
 - d. Areas of cultural and historic significance.
- OS(2):** Areas hazardous to the public safety and welfare should be retained as open space. Areas that fall into this category include:
- a. Slopes generally over 30 percent.
 - b. Areas of identified instability.
 - c. Streams and their flood plains.
- OS(3):** Conservation easements, open space zoning and other land use regulations should be used to prohibit development on unstable terrain, water channels, flood plains, excessively steep slopes and other areas determined hazardous to public welfare and safety.
- OS(4):** Open spaces should be linked together visually and, where possible, physically to form a system of open spaces.
- OS(5):** A variety of vistas should be provided and preserved ranging from the small enclosed private views to the more distant views shared by many people.
- OS(6):** Both public and private efforts should be directed to preserving historical landmarks which have open space value.
- OS(7):** In the design and execution of all new development, owners and developers should be required to preserve open space to the fullest extent possible.

OS(8): Measures should be taken to improve the quality of spaces for the pedestrian along roadways so the pedestrian can feel safe and comfortable while using these spaces.

IMPLEMENTING ACTIONS

The actions needed to implement the open space plan are described with each proposal. Taken together these recommendations for implementation constitute a general action program.

Implementing actions fall in three general classes:

1. Regulation through zoning with interim emergency action recommended in some cases.
2. Acquisition of easement rights by gift or purchase.
3. Acquisition in full fee by purchase, or gift.

Some actions need to be taken rather immediately while others can be deferred for reasonable time periods. Therefore, a time phased sequence of actions should be formulated after the open space element is adopted.

The following criteria are suggested to provide guidance in assigning priorities:

- Probability of development which would usurp the proposed open space use.
- Importance of the particular open space to the total open space program.
- Community need for early use of the area.
- Probability of acquisition by another body which would have the same open space objectives.

The program should be flexible, however, so that the City can move rapidly when circumstances are advantageous. Public acquisition includes any feasible means whereby beneficial use may be obtained, including gift, permit, license, lease, lease-back, purchase, life-estate or any combination.

OPEN SPACE PROPOSALS AND ACTION PROGRAM

THE OPEN SPACE SYSTEM

Key components in the open space system are the Bay and the watershed lands of the City of San Francisco. These open spaces provide Burlingame's superb setting. They are linked, visually, by the air space which extends over the City and is so important to the enjoyment of the views of the Bay and the more distant hills. Other large (macro-scale) components include the larger city parks, wooded canyons, and major rights-of-way for freeways, major streets, and the railroad. Smaller components (intermediate scale) include the smaller city parks, creeks, and important street rights-of-way. The micro-scale components of the system include the city mini-parks, and private yards and courts.

The index, following, summarizes the proposals and identifies the primary and secondary open space uses provided by each open space area. In subsequent text the open spaces comprising the system are discussed under two principal headings: General Open Space; and Open Space Lands. For those open space proposals shown on the Open Space Element Plan Diagram, the number following the caption is the key number appearing on the Plan Diagram and in the index.

GENERAL OPEN SPACE

Air Space Over the City

This is the pervasive general open space that, in a strict sense, includes all open spaces. However, for the purposes of the action program, this component of the open space system is considered to be a residual - that is, all open space other than that included in the more specific proposals set forth below.

Air space defined in this way provides the following open space uses:

- health and safety, by providing light, air, and privacy; and
- recreation by permitting views of nearby and distant points, adding amenity and providing visual enjoyment.

Implementation:

The air space should be protected through zoning regulations controlling building height, bulk and coverage. Where necessary for particular purposes, easements should be secured. An urban design plan should be developed to provide the basis for establishing the specific controls needed to protect the air space, giving particular attention to developing new height, bulk, and coverage regulations for the area outboard of Bayshore Freeway.

Open Space Uses (1)

Proposal	(2) Key No.	General Open Space	Preservation of Resources	Outdoor Recreation	Health & Safety
Air Space		x		o	o
Rights-of-Way as Links		x		o	
Bayshore Freeway	1	x		o	
Calif. Drive/ S.P. RR	2	x		o	
El Camino Real	3	x			
I. 280 Junipero Serra	4	x			
Private Open Space for Every Dwelling Unit		x		o	o
Courts & Plazas, Business Districts		x		o	o
San Francisco Bay	5		o	x	x
Inner Lagoon	6		x	o	x
City of San Francisco Watershed	7		x	o	o
Creek Systems			x	o	o
Mills Canyon Hillside	8		x	o	x
Russell College	9		x	o	
Easton Creek & Canyon Dr. Area	10		x	o	x
Hoover School & Canyon	11		x	o	x
Bayside Park	12			x	o
Washington Park & High School	13			x	o
Mills Canyon Park	14		o	x	o
Skyline Park	15		o	x	x
Outer Lagoon & Adjacent Park	16		o	x	

(1) Primary Use - x; Secondary Use - o.
(2) Key No. refers to Plan Diagram.

Open Space Uses (1)

Proposal	(2) Key No.	General Open Space	Preservation of Resources	Outdoor Recreation	Health & Safety
Anza Pacific, Adjacent Inner Lagoon	17			x	
PG&E Easement (Millsdale)	18			o	x
Shoreline Lands (east)	19			x	o
Shoreline Lands (west)	20			x	o
Vest-Pocket Parks				x	o
Eastmoor Road City Park	21			x	o
Ray Park and Lincoln School	22			x	o
Cueravaca Park	23			x	o
School Yards Benjamin Franklin/ Burlingame Intermediate School	24			x x	o o
Institutional Lands Peninsula Hospital	25			x x	o o
Burlingame Plaza	26			x	o
Downtown				x	o
Broadway Center				x	o

(1) Primary use - x; Secondary Use - o.

(2) Key No. refers to Plan Diagram

Rights-of-way to Provide Links

To provide a connected system of open space lands, it is proposed that the open space qualities of selected streets, alleys, and easements be enhanced and given special protection. Streets and other rights-of-way of particular importance are indicated on the Plan Diagram. Of these, the following are of city-wide or regional importance:

- Bayshore Freeway: U.S. 101
- El Camino Real
- Junipero Serra Freeway: I-280
- California Drive-Southern Pacific RR R/W
- PG&E and Drainage R/W (18) - The portion of this R/W in Millsdale Industrial Park is a combination drainage right-of-way and a PG&E right-of-way for power lines and towers. The portion in the Edwards Industrial Park and Marsten Road area is a PG&E easement. It is an open space resource, and measures to enhance its usefulness and improve its appearance should be explored.

Implementation:

Maintain and improve the open space and visual qualities of the designated streets and rights-of-way by maintaining and, where necessary, enhancing the quality of street trees and other planting. Review front yard setback requirements and determine if additional regulations are needed to prevent encroachment into existing open spaces. Underground utilities along streets. Review street lighting and "street furniture" to determine how visual quality can be improved. Where feasible, acquire easements in locations selected to provide pedestrian links to open space lands. Particular attention should be given to securing a link from Hayward Drive to Mills Canyon Park site. When appropriately located property is offered for sale in the normal course of events, consideration should be given to acquisition.

Usable Private Open Space for Each Dwelling Unit

An objective in all new development should be to secure some open space for the use of residents on each parcel. This is particularly important where higher density buildings replace lower density buildings since existing general open space is encroached upon in the process.

Implementation:

Revise zoning regulations to require usable open space in conjunction with each dwelling. Give consideration to incentive provisions providing density bonus for highly usable space such as well designed balconies or courts.

OPEN SPACE LANDS

San Francisco Bay (5)

This is an open space resource of immense importance to the region and the City, and a portion of the Bay is within the corporate limits of Burlingame. The City and County of San Francisco holds title to the area between the Airport and East Millsdale. The balance is claimed by West Bay Community Associates, a private corporation (these titles are now in litigation). The Bay and its shoreline are under the jurisdiction and protection of the Bay Conservation and Development Commission as well as Burlingame. The City maintains control through its Tidal Plain District zoning regulations. The tidelands and waters of the Bay should be retained in open space use for resource protection and recreation. No fill or structures should be permitted for purposes other than to protect public safety, enhance wildlife habitat or improve public access.

Implementation:

Support the BCDC San Francisco Bay Plan and collaborate with BCDC in preparing more precise plans for the Bay and its shores. Review the T-P zoning district regulations and, if feasible, strengthen the controls to provide additional protection for this valuable open space. More definite limits should be established to restrict areas within which any landfill or structures permanently affixed to the land can be authorized as conditional uses by special permit. Extend limits of T-P zoning district to include all tidal waters.

Bayside Park (12)

Develop Bayside Park as the major open space link between the land mass and the open waters of the Bay. Preserve the open space quality by keeping building coverage to the minimum needed to assure public use and enjoyment of the site.

Implementation:

A park development plan and program is needed for this area. To preserve open space character, limit building coverage and building height. Creative design is essential.

Inner Lagoon (6)

This area includes the lagoon between the Bayshore Freeway right-of-way and Anza Pacific properties and is a significant open space resource. It is part of Bayside Park and should be retained in open space use since it serves several important functions. It receives storm drain waters and is important to public safety. It is an integral part of the visual corridor. With appropriate development it can provide other outdoor recreation opportunities including shoreline walks and small boating. One area next to the freeway lands is now used as a roadside rest. The shallow waters of the lagoon, if protected from pollution, can contribute to the enhancement of marine and aquatic life. At present, the area is visually unattractive, and imaginative design solutions are needed to enhance visual qualities and amenity. A long range

goal should be removal of the PG&E transmission lines and towers. In the interim, development should be designed to mitigate the adverse impact of these towers and transmission lines.

Implementation:

Prepare a development plan for the lagoon and its borders as part of Bayside Park. Institute, or continue, a program to monitor water quality in the lagoon to identify any measures needed to correct and prevent pollution. Develop an urban design scheme that would create an open space continuum from the buildings on the frontage road south of the Bayshore Freeway to future structures in the Anza Pacific lands north of the Inner Lagoon.

Outer Lagoon and Adjacent Park (16)

This area comprises part of the state lands under lease to the Anza Pacific Corporation. Aside from sites designated for restaurants, this area, including the Lagoon, should be kept in open space use.

Implementation:

Apply open space zoning or designate, in a specific development plan, lands to be kept open or essentially open around the Lagoon.

Anza Pacific, Adjacent Inner Lagoon (17)

This area, or its equivalent, privately owned, should be kept essentially open to provide a continuum of open space from the inner lagoon to the Bay. It should be part of a broad corridor between the inner and outer lagoons and adjacent park lands.

Implementation:

Zone this portion, or its equivalent, of the Anza Pacific holdings for open space use, or designate it for open space use in a specific development plan for the Anza Pacific holdings. This is primarily a matter of building location within an overall development plan.

Shoreline Lands (east) (19)

These open space lands along the shoreline are, in part, protected by public easements. The visual quality of the shoreline should be improved and a system of walks and bicycle paths developed for outdoor recreation and to provide public access to the Bay and the lagoons.

Implementation:

Formulate a comprehensive development plan for the shoreline area, highlighting pedestrian and bicycle uses. Most desirably this plan would be part of a comprehensive

plan for the entire area north of Bayshore Freeway (as recommended in the Waterfront Element of the General Plan). In the interim, establish special shoreline zoning regulations to control use of the shoreline and adjacent lands; include requirement for building setbacks from the Bay.

Shoreline Lands (west) (20)

Although BCDC has jurisdiction 100 feet inland from the shoreline, much of the Shoreline Lands (west) have already been developed. Increased public use and enjoyment of the shoreline can only come about by having adequate public access points to the shoreline and along it and by insuring that the land uses are compatible with the aquatic environment.

Implementation:

Apply a shoreline zoning regulation along the band extending inward from the shoreline. Require public access in conjunction with all new development. The existing waterfront commercial zoning regulations should be revised to restrict uses allowed in this area to those requiring waterfront location or providing increased public access to the Bay.

City of San Francisco Watershed Lands (7)

Matching the waters of the Bay and the shoreline areas in importance to Burlingame is this magnificent natural preserve lying just west of the City. It serves three functions: health and safety by protecting the watershed through management control and by providing space for water storage; outdoor recreation by providing outstanding scenic views and opportunities for nature study, hiking and riding; resource protection by providing wildlife habitat and protecting soil and vegetative resources.

Implementation:

Maintain liaison with the City of San Francisco Water Department. Monitor actions of the San Francisco Public Utilities Commission related to policy or projects for the watershed lands. Request referral of all such matters to the City for information and review with particular attention to environmental impact reports.

Skyline Park (15)

This is a proposed new city park adjacent to Junipero Serra Freeway. Its primary open space function would be outdoor recreation. In addition to providing low intensity informal recreation opportunities for nearby residents, the area is an important part of the scenic corridor for Interstate 280. It is thus of regional as well as local importance. It also contributes to health and safety by decreasing noise impact from the freeway. Preservation of natural resources is a secondary function.

Implementation:

Obtain use of these lands through negotiations with the City and County of San Francisco.

Mills Canyon Park (14)

This is a City owned park site. It is situated in a steep canyon and has some excellent native vegetation. Because of its physical characteristics it should be retained as a natural preserve for limited low intensity, informal recreational activities including walking, nature study and other activities permitting enjoyment of the area. Points of access are presently very limited and additional access is needed.

Implementation:

Formulate a plan for protection and limited development of this site. Restrict activities in the park to those consistent with its character as a natural preserve. Acquire easements in several locations to provide more access from the west side of the park; also from Hayward Drive.

Mills Canyon Hillside (8)

These two areas adjacent to the Mills Canyon Park site are comprised of the rear portions of private parcels of land which are used for single family residences. These hillside lands are still of much the same character as Mills Canyon Park and should be kept as open space to serve three functions: preservation of resources by maintaining vegetation and preventing erosion; health and safety by preventing construction on lands of questionable stability (identified as an area moderately susceptible to landslides by USGS); providing recreation by enhancing the visual quality of Mills Canyon Park.

Implementation:

Acquire conservation easements by gift or purchase covering the rear portion of parcels abutting on Mills Canyon Park. Where parcels are undeveloped, consider acquiring parcel in full fee to add to Mills Canyon Park.

Sisters of Mercy/Mercy High School

This site includes substantial open space which is a valuable resource and should be retained. The existing open space is an adjunct to existing building and includes an extensive stand of live oaks and other vegetation which should be preserved. In addition to resource preservation, the site adds to the visual amenity of the local area and thus, even without public access, provides a form of recreation.

Implementation:

Advise San Mateo County of Burlingame's interest in retaining the open space qualities presently existing on this site; prezone with regulations permitting the existing use to continue but limiting the extent of any expansion. Such pre-zoning should be done as a part of pre-zoning of other lands in the City's sphere of influence. Explore the possibility of entering into an agreement with with Sisters of Mercy to permit limited public use of the grounds with particular attention to obtaining a pedestrian and bicycle path along Mills Creek as a link to Mills Canyon Park.

Creek Systems

Three of Burlingame's creeks are recommended for special protection for open space: El Portal Creek, Mills Creek and Easton Creek. Although the natural regimen of these creeks has been disturbed by development in their watersheds and by channeling and culverting in their lower reaches, they still have important functions to perform. These creeks and their branches are important to health and safety, visual amenity (recreation) and resource protection (habitat and vegetation). Mills Creek and Easton Creek also provide a greenway system of native trees and plants linking headwater canyons with other open spaces in the lower reaches. Maintaining the visual linkage is important. Pedestrian access in selected locations to link parks and school grounds would enhance the usefulness of these facilities to the public. Care would be needed to avoid infringing on privacy of homes located along the creeks.

Implementation:

Establish special zoning regulations to protect the creek channels and banks and the vegetation along the creeks. Study the feasibility of obtaining pedestrian links: 1), along Mills Creek (northern branch) between the Burlingame Intermediate School and Davis Drive; and 2), along Mills creek and through the Sisters of Mercy grounds to connect Mills Canyon Park to Hoover Avenue. To assist in protecting the streams, request that jurisdictions with control over upstream areas (San Mateo County, Hillsborough, San Mateo City, and Millbrae) submit to Burlingame, Environmental Impact Reports covering any projects in their portions of the watersheds of streams flowing through Burlingame.

Easton Creek and Canyon Drive Area (10)

This area is similar in character to the Mills Canyon Hillside (Area 8). It includes the rear portions of residential lots, many of which have been developed. Because the area is heavily wooded with native vegetation, it is important for resource conservation. Preservation in the present state is also important to health and safety since these lands are steep and of questionable stability and of doubtful suitability for building construction (classed as "Moderately Susceptible to Landsliding" by USGS with some evidence of existing landslide deposits). If existing vegetation were removed, the lands would be subject to erosion and peak runoff and downstream siltation and damage would be increased. In addition to resource preservation and protection of health and safety, these wooded hillside lands, because of their scenic quality, provide a form of outdoor recreation.

Implementation:

In pre-zoning, establish appropriate open space and conservation regulation to protect this area. If necessary, acquire conservation easements to preserve its openness and natural character.

Hoover School/Shinnyoen Temple and Canyon (11)

This area provides open space functions similar to Easton Creek and Canyon Drive area and should be retained in essentially its present condition. Because of topographic and geologic limitation it appears generally unsuitable for additional residential development.

Implementation:

Establish Conservation and Open Space zoning to inhibit infringement upon the open space character. Public acquisition is recommended to permit limited public use of lands in the canyon. Continue arrangements with the school district for recreational use of the Hoover School site.

Washington Park and High School (13)

This is a designed and structured area for organized activities. Although it is intensively used for both outdoor and indoor recreation, it has retained an open space character. The combined area provides a most important open space resource as a part of "downtown" Burlingame. Its importance will increase in the future if residential densities continue to increase.

Implementation:

Limit any further structural development through City policy and open space zoning. Continue arrangement with the school district permitting public use of the school grounds. Give particular attention to maintaining the major trees and other plant materials on this site.

Eastmoor Road City Park (21)

This is an existing City park, small, but an important green area on California Drive. It is recommended that the park be expanded by acquiring adjacent lots when feasible as they come on the market.

Cuernavaca Park (23)

This is an existing neighborhood park. In addition, it provides an observation point for viewing the San Francisco Bay area.

Vest-Pocket Parks

Continue development of vest-pocket parks within the City to serve nearby residents where no other park space is near.

Implementation:

Initiate a comprehensive plan for a park scheme to determine the placement of vest-pocket parks. Acquire selected parcels in areas in need of parks. Design and build parks on these parcels in accordance with the needs and outstanding traits of the area.

Ray Park and Lincoln School (22)

This combined school and park site provides an important open space resource for this part of the City. Its location on Mills Creek with an extensive length of creekside vegetation enhances its open space qualities. Further building upon the school site should be restricted to preserve open space.

Benjamin Franklin/Burlingame Intermediate Schools (24)

This combined school site is an important open space for all of northern Burlingame. Its open qualities should be preserved. It could become a more important part of the open space system if a connecting link to Mills Canyon Park were developed along Mills Creek.

Other School Sites

In addition to the school sites discussed above and identified on the Open Space Plan Diagram, all school sites in the City contribute some measure of open space. However, many of the sites are over-crowded with structures. The City should continue arrangements with the school district for the joint use of school yards and should review any proposed addition to buildings.

Implementation:

In order to review all planned changes upon the school sites, establish a public lands zoning district. In cooperation with the school district, create comprehensive designs for each school site and adjoining lands to improve usefulness for education and to better serve the general public. Acquire individual lots adjacent to school sites where prudently possible.

Institutional Lands

Some of the other institutions (both public and private) provide significant open space. In some cases, in addition to the primary function, it may be possible to provide for some open space activities in harmony with the primary use. Peninsula Hospital (Area 25 on the Plan Diagram) has the largest site of any institutional use in the City. Only a small portion of the site is occupied by buildings and the open space quality should be preserved and enhanced. This site is

of particular importance because it can provide an “open space” contrast to the more highly developed commercial lands on the north side of El Camino Real.

Implementation:

To maintain the existing open space on the institutional sites, establish a special form of open space zoning. Where appropriate, acquire access rights for the people to open spaces and develop quiet recreational pursuits appropriate and supplemental to the particular institution.

Burlingame Plaza (26)

At present this open space is a poorly arranged, unattractive series of parking lots. The planting in the divider along El Camino Real is very inadequate. Although the entire center - buildings, use, and parking areas - needs re-evaluation leading to improvement in function and appearance, much can be done with the open space itself (parking areas). This space should be re-designed as an attractive plaza with appropriate and adequate landscaping within which automobile parking would be accommodated. A well designed plaza in this location would provide an attractive entrance to Burlingame. Ideally, this plaza and the open space areas on the Peninsula Hospital site should be considered together with some unifying design elements. These open spaces would provide a marked contrast to the character of El Camino further north, a contrast to the intensively developed commercial property north of El Camino, and an introduction to Burlingame's residential areas.

Broadway Center

This shopping area needs more open spaces to provide amenity. When off-street parking is developed, the basic design should include adequate planting, walks and other landscape features to enhance their appearance.

Burlingame Avenue Commercial Area

This area includes the business district and the civic buildings. An overall urban design scheme is needed to improve functional efficiency, visual quality and amenity in this area of concentrated activity. The street space, as indicated on the Plan Diagram, if properly handled can provide a unifying element and open space to contrast with buildings. Other significant open spaces in this area include the grounds at City Hall, the yards and courts around the post office and a number of parking lots. City Hall, the post office, and the old City Hall site are either well landscaped or at least relatively attractive. Although the grounds at the post office are visually attractive, they are not developed in a manner providing any other public use. Minor additions including benches and walks would increase the utility of this open space. Every effort should be made to provide maximum public use and enjoyment of the limited open space in this general area.

Courts and Plazas in Business Districts

Existing open spaces in the business districts should be retained to the fullest extent possible and their character enhanced through appropriate landscaping. Open parking lots should be treated as plazas and courts to provide visual enjoyment in addition to their primary function. Courts, plazas and usable roof space should be incorporated in new development to the fullest extent possible. Attractive walks and benches for “sitting out” should be included wherever feasible in areas open to public access.

Implementation:

Formulate urban design plans for each business district; identify City owned or controlled lands for City improvement; encourage private owners to improve existing privately owned open spaces; review and revise zoning and other land use controls to require, or through incentives encourage, provision of attractive open space in connection with all new developments.



CONSERVATION ELEMENT

Adopted by City Council

Resolution 58-73

August 6, 1973

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INTRODUCTION

The California State Planning Law now requires the general plan of each city and county to include a Conservation Element. Section 65302(d) of the Government Code defines the Conservation Element in these terms:

(d) A Conservation Element for the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources. That portion of the conservation element including waters shall be developed in coordination with any countywide water agency and with all district and city agencies which have developed, served, controlled or conserved water for any purpose for the county or city for which the plan is prepared. The conservation element may also cover:

1. The reclamation of land and waters;
2. Flood control;
3. Prevention and control of the pollution of streams and other waters;
4. Regulation of the use of land in stream channels and other areas required for the accomplishment of the conservation plan;
5. Prevention, control, and correction of the erosion of soils, beaches, and shores;
6. Protection of watersheds; and
7. The location, quantity and quality of the rock, sand and gravel resources.

Burlingame, in the main, is a “developed” community. However, there are important natural resources within and adjacent to its boundaries and the City needs to develop and implement programs that encompass the conservation of both the “built environment” and these natural resources.

The City gave general recognition to conservation needs in adopting the General Plan in 1969. The City General Plan now includes policy statements related to conservation. These are in three categories: (1), *General Goals* intended to reflect basic aims of the majority of citizens; (2), *Community Development Goals* identifying the general course of “development” needed in the City to satisfy the basic aims embodied in the General Goals; and (3), *Implementing Objectives* linking broad categories of action to the Community Development Goals.

The policy statements from the General Plan most directly related to conservation are cited below. These statements provide the point of departure for the Conservation Element which will further define conservation policy and provide a framework for conservation activities needed to protect and enhance the quality of life in Burlingame.

General Goals:

- Educational, cultural, and aesthetic advancement.
- Improvement of the physical environment, facilities, and services for living.

Community Development Goals:

- To maintain and improve the quality of the environment to preserve the public health and enhance the prospects for enjoyment by residents and visitors.(Goal IV; see PP-5)

Implementing Objectives:

- Insure levels of air quality compatible with the preservation of public health, including prevention of irritation to the senses, interference with visibility, and damage to vegetation.(Goal IV a)
- Maintain and improve the quality of water in San Francisco Bay and in the streams flowing through the City.(Goal IV b)
- Maintain the pleasant appearance prevailing in most of the City's residential areas and improve the visual quality in areas of less satisfactory appearance.(Goal IVc;)
- Improve the visual quality of commercial and industrial areas with particular attention to the Central Business District, Broadway, and the industrial areas viewed from major highways.(Goal IVd)
- Protect the citizens of the community against excessive noise.(Goal I'VE)

In addition to these general policy statements, more specific policies and proposals for conservation in the waterfront area are included in the Waterfront Element.

In the Conservation Element, issues are discussed and suggestions for dealing with associated problems are advanced. This document is a beginning point in a program to provide solutions to the many environmental problems faced today. To assist the City in ongoing conservation education and action programs Appendix I provides a directory of public agency sources of technical information or advice; Appendix II is a selection of reference material; Appendix III gives sources of data on the physical characteristics of the planning area; Appendix IV presents a summary description of sub-areas within the Burlingame Planning Area. These Appendixes are available under the heading of Conservation Element in the Appendix to the Burlingame General Plan document. These Appendixes are available under the Heading of Conservation Element in the Appendix to the Burlingame General Plan document.

THE CONSERVATION ELEMENT AS PART OF THE GENERAL PLAN

The Conservation Element is intended to be supplementary to previously adopted General Plan elements. The Conservation Element includes three divisions: Division I - Concepts and Definitions; Division II - Objectives and Principles; and Division III - Program. The Conservation Element, when adopted, will become part of Part II of the General Plan.

CONCEPTS AND DEFINITIONS

Conservation in Burlingame is concerned not only with the natural environment (where the forces of nature and the natural processes are dominant) but also with the built environment (areas where nature is modified by man through design and construction for visual and functional effects to serve and please human users). The built environment is characterized by buildings and other structures and the sites upon which they sit; streets; parking areas, gardens and parks (other than natural preserves). This element, therefore, defines conservation policy and provides a programmatic framework for the conservation and utilization of natural resources, and for protecting and enhancing the aesthetic qualities and usefulness of the built environment. If the qualities of the natural and built areas of Burlingame are to be maintained or enhanced, citizens must be aware of the existing problems and issues both of local and regional nature. Many urban environmental problems in Burlingame can be successfully dealt with locally, but some broader environmental concerns, e.g. air, noise, and water pollution, require interjurisdictional cooperation on an area-wide or regional level. In addition, some concerns may require cooperative efforts between the City and public and private agencies at the State or even national levels.

Conservation in Burlingame has three basic aspects. First is an understanding of the natural site on which the City has been built-- the hillsides, canyons, streams, and the marshes and the Bay-- all of which have been altered through the years as roads and railways were laid out, woodlands cleared, marshes and Bay filled, and houses, stores and factories built to form the City as it now is. Second is a respect for the City itself as a functioning whole-- the homes, streets, market places and meeting places, businesses and industries that are the setting for human activities. And third is an awareness of the dynamic impact of natural forces that continue to affect the City-- the rains, wind, erosion and floodings, and tides and currents in the Bay; the growth (and sometimes decline) of street trees, gardens, park landscaping; the impact on wildlife habitat, of changes in woods, backyards, tidelands, the Bay and its shores.

CONSERVATION ETHIC

Not only in Burlingame but throughout most other urban areas, conservation begins with awareness and understanding. Man is involved in the ecological continuum (natural and man-made) of which he is a part. Apathy (or perhaps a sense of helplessness) in the face of environmental degradation is showing signs of dissolving, and is being replaced with a growing ecological consciousness. A part of this is an awareness that man not only must have a sound natural environment, but also a sheltering city which meets his cultural needs. A conservation "ethic," then, is concerned with both. It derives from a special feeling for the earth, the ecosystem, and all living things. It includes recognition of the value and role of our built environment and the useful things within it. The City should foster the conservation ethic through communication, cooperation, education, and action.

OBJECTIVES AND SUMMARY RECOMMENDATIONS

The objectives and action principles following provide essential general policy for a systematic approach to conservation of natural resources and city values in Burlingame.

OBJECTIVES

- C(A): To initiate, develop, and implement programs for the conservation of natural resources giving particular attention to critical resource conditions.
- C(B): To prevent or eliminate damage to the environment and stimulate the health and welfare of the citizens of Burlingame.
- C(C): To restore, where found to be feasible, natural features of vegetative cover, streams, marsh and bay where areas have been unduly disturbed by man.
- C(D): To initiate, develop, and implement programs for the conservation of the built environment.
- C(E): To foster public educational programs on local conservation needs.
- C(F): To participate in regional conservation programs of direct concern to the City.
- C(G): To promote economic growth which is consistent with an improvement in the quality of the environment.

ACTIONS

- C(1): The City should act to protect valuable vegetative cover and encourage planting additional vegetation, giving preference to indigenous materials.
- C(2): The City should initiate a study by the Planning Commission of the remaining natural areas to determine the effect of development on or near these areas.
- C(3): Because projects being developed outside the corporate limits can adversely affect the City environment, Burlingame should monitor all major developments through the EIR process and other procedures.
- C(4): The City should protect the creeks flowing through private and public lands by regulation and acquisition of conservation easements where found to be necessary.
- C(5): The City should acquire development rights where found to be necessary to protect areas that are of outstanding value in their natural condition.

- C(6): To protect existing urban areas and structures from deterioration, Burlingame should insure that private places are properly maintained.
- C(7): In order to develop a stronger conservation awareness in the people of Burlingame, the City should help to develop conservation education programs in the schools and in the community.
- C(8): To develop an exchange of information, the City should maintain communication with conservation groups and conservation agencies in areas of direct concern to the City.

PROGRAM

GENERAL EXPLANATION

The comprehensive conservation program deals with the two basic environments found within Burlingame-- the built and the natural. Although the state law identifies conservation with the natural resources, it is necessary that the City consider, in addition, the conservation of some particular sections of the City where remedial actions are needed. For this program, natural resources as defined in the Government Code (Section 65302(d)) are grouped in the following categories: water; vegetation; soils and geology; wildlife; and air.

For the "built" environment, areas of the City are treated in three broad categories: stable urban areas, in which relatively little adverse change is anticipated; special urban conservation areas, requiring remedial action; and areas of change where redevelopment and new development could adversely affect the natural resources.

Carrying out the conservation program requires a wide range of public and private actions, including: government regulation; acquisition in fee or lesser interest; technical advice; education; incentives; and remedial work programs, public and private.

Charts I and II identify the interrelation of the components of the conservation program. These charts provide a frame work for review and evaluation of the public and private actions needed to achieve conservation objectives. Such review by City staff, officials and citizens can become an important part of an on-going conservation action program. (See Charts following.)

CHART I
CONSERVATION FRAMEWORK

Natural Resource Categories

Conservation Action Programs and Actions	Water	Vegetation	Soils & Geology	Wildlife	Air
Government Regulations 1. Zoning 2. Subdivision 3. EIR's 4. Building Code 5. Parking 6. Fire Code 7. Sign 8. Design Review 9. Maintenance Code Acquisition of Endangered Areas 10. Fee 11. Easement 12. Gift of Purchase Technical Advice 13. Public Information Service 14. Private Groups & Individuals Education 15. City Staff and Officials 16. Public Schools 17. Private Groups & Individuals Incentives 18. Financial Relief 19. Shared Responsibilities 20. Regulation Modification Remedial Work Programs					

CHART II
Programs and Actions for the Conservation of the Natural Resources
(A Format for Evaluation)

Natural Resource Categories

Conservation Action Programs and Actions	Stable	Special Conservation	Transitional Areas Affecting Natural Resources
Government Regulations 1. Zoning 2. Subdivision 3. EIR's 4. Building Code 5. Parking 6. Fire Code 7. Sign 8. Design Review 9. Maintenance Code			
Acquisition of Endangered Areas 10. Fee 11. Easement 12. Gift of Purchase			
Technical Advice 13. Public Information Service 14. Private Groups & Individuals			
Education 15. City Staff and Officials 16. Public Schools 17. Private Groups & Individuals			
Incentives 18. Financial Relief 19. Shared Responsibilities 20. Regulation Modification			
Remedial Work Programs			

CONSERVATION PROGRAM ACTION COMPONENTS

Government Regulation. The natural resources important to Burlingame can be conserved in large part through adequate control of new and existing development by suitable regulation-applied by the City under its powers to enact laws which are in the public interest and which are directly related to the health, safety, and general welfare of the community. Such regulation can be in the form of zoning; architectural and site plan review; subdivision regulation; grading and site development regulations; and other measures to protect creeks and bay, require careful siting of development around the canyons, provide control over use of natural hazard areas, other unstable areas and flood plains. The zoning ordinance can include height, bulk, and usable open space regulations for conservation of the "built" environment.

Action: Review existing regulations in relation to conservation needs and prepare revised or new regulations as required.

Acquisition. There are cases where private development and use will not be compatible with resource conservation nor will regulation be adequate for achieving conservation objectives. In these situations public acquisition will be needed. This can be either full fee title, or acquisition of easement or other limited rights as necessary for the purpose to be secured. The rights acquired should be consistent with the conservation purpose. Acquisition can be by gift, dedication required as a condition of a permit, negotiated purchase, or purchase under eminent domain.

Action: Prepare acquisition program based on Open Space Element and other relevant information.

Technical Advice. Additional technical information and advice on natural processes is needed for an on-going conservation program, and should be so catalogued and organized that it can be made available and useful, not only to City staff and officials, but to the public as well. Information on services available and sources of professional advice including county, state and federal agencies, professional societies, conservation groups and appropriate local professionals (e.g. landscape architects, architects, geologists, biologists, hydrologists) should be made available at the Burlingame City Library and through public schools within the City, and at the high schools and the community colleges. Through the Burlingame City Library the Bay Area Reference Services can provide access to information sources not available locally.

Education. The primary role of the City in conservation education is to provide information about its own programs and its background studies of the Burlingame setting. This information should be made available through the Burlingame library system as well as through the City Planning Department. Although new conservation related curricula are now being developed at every grade level in the school systems, public and private, high school adult education and community colleges, the need for more specific information on local ecosystems warrant setting up effective channels of information. Important participants in community actions to further the conservation goals and encourage private initiative and cooperation are the civic and conservation organizations concerned with the quality of the City environment. Improved channels of communication will encourage citizen participation. The City, too, could benefit from an exchange of information in order to take advantage of the valuable body of local

information being developed by these organizations--on City history, archeology, historic buildings and sites, birds and other wildlife, horticulture and the like.

Incentives. For effective conservation of natural resources and the “built” environment a program of public incentives may be needed. Tax relief or other financial incentives could be used for the conservation of urban areas, specific buildings and natural areas. Although such incentives would require State and Federal legislation, the City could adopt policy in favor of such incentives. Other incentives might be in the form of allowing modification of regulations, conditioned on specific conservation measures to be taken by the property owner or developer, or agreements by owners on maintenance of historic structures or sites.

Remedial Work Programs. Remedial work programs directed at specific conservation problem areas can prevent further irreversible damage to the environment. The most urgent of such programs are rehabilitation of the creek systems; measures to halt and repair erosion in the hills area; and corrective work (together with more stringent regulations on development and conversion projects) to insure compatible development along the bayshore line.

CONSERVATION PROGRAM

The conservation program is organized under two major headings, “Natural Environment” and “Built Environment” with sub-headings for the natural resource and urban conservation categories previously identified.

NATURAL ENVIRONMENT

In this element of the plan natural resources are treated under the broad categories of water, vegetation, soils and geology, wildlife, and air. And, in turn, each category is considered in terms of conservation, development and utilization. The many physical impacts of our urban technological society interact to create conditions detrimental to the natural environment. Chart I, for reviewing and evaluating natural resource problems, is intended to help identify specific harmful frictions at the urban-natural resource interface and suggest at the same time possible avenues of corrective action.

Water

The Bay

Issues: The Bay and its shores comprise a resource of the greatest importance to the region, State and Nation. Conservation of this magnificent resource presents a wide range of issues. The status of tide and submerged lands granted to private owners in the late 1800's by the State presents a major problem. A portion of the tide and submerged lands within the corporate limits of Burlingame is held by the City of San Francisco as a part of the airport property. In addition, 530 acres of tide and submerged lands are claimed by Ideal Cement Company, the largest single expanse of vacant “land” in Burlingame (title to this area is now in

litigation). These problems and issues and others related to the Bay and its shores are described in the report "Burlingame 1968: Background for the General Plan." The City has shared jurisdiction with the Bay Conservation and Development Commission (BCDC), other State agencies and Federal agencies including the Corps of Engineers. Conservation of the waters of the bay is very much an interjurisdictional matter. The City has zoning authority and can exercise control over uses and structures in addition to control by BCDC.

Program: Continue to exercise zoning control through T-P zoning.

- Review the T-P regulations and impose new requirements if needed.
- Initiate a program of continuing education.
- Continue to cooperate with regional, State and Federal agencies on matters of mutual interest.
- Formulate a specific plan for this portion of the Bay and its shores working with BCDC to insure a mutually acceptable plan.

Creek System

Issues: Seven creeks flow through the City to the Bay. Of the total length of the creeks, only a small portion remains in a state approximating natural conditions. The remaining length has either been rechanneled, concreted, under grounded, or otherwise modified. A large portion is privately owned. Above Burlingame and within the City of Hillsborough and unincorporated Burlingame Hills are canyons from which originate Sanchez Creek and Burlingame Creek. Terrace and Ralston Creeks have their headwaters in the same vicinity. "Continued development of areas within the City and in Hillsborough will tend to increase the flooding potential unless corrective measures are undertaken."¹ South of Hoover School/Shinnyoen Temple and situated in Hillsborough is a reservoir formed by an earth fill dam on a branch of Sanchez Creek. The operation of this reservoir is of concern to Burlingame since it affects downstream flow. Although there have been no reports of problems, structural safety of the dam is a matter of interest.

Program: Retain present natural sections of the creek system in a natural condition.

- Inform the public of the part the creeks play in the ecosystem to instill an understanding (therefore, respect) of the creek systems.
- Study soil stability, vegetation and bank conditions along the creeks and regulate appropriately.

¹Paul L. Adamson and Harry N. Jenks, PRELIMINARY REPORT ON FLOOD CONTROL AND DRAINAGE FACILITIES, p.l.

- Improper development along the headwaters of these creeks can cause problems in Burlingame from excessive run-off, erosion, and siltation; therefore, to monitor upstream conditions protect downstream reaches.
- Request, from any agency with jurisdiction in the headwaters of these creeks, environmental impact reports on any and all projects which could affect the streams.
- Review any inspection reports on the dam on Sanchez Creek and monitor any development that could cause excessive run-off into the impounding area.

Water Quality

Issues: Grading and building of structures such as walls and revetments, or removal of vegetation along creeks from steep lands can cause erosion and the siltation of the creeks and also of the Bay. Storm water run-off contributes to pollution because of "non-point" sources. Burlingame made a major advance in wastewater treatment through construction of a full secondary and partial tertiary treatment system complete in 1969. The Bay now receives discharge from Burlingame's wastewater treatment plant through a 50 foot outfall after full secondary and partial tertiary treatment.

Program: Restrict any further disturbances along the creeks.

- Extend a sewer outfall to the deep waters of the Bay, preferably through cooperative action with other jurisdictions, if federal grants are received.
- Prohibit any discharge into Bay waters from any manufacturing or retail enterprise without proper treatment of the discharge.
- Study feasibility of controlling pollution from storm drainage and other "non-point" sources.
- Cooperate with regional agencies with responsibility for maintaining water quality.

Vegetation

Vegetative cover, in addition to contributing to the beauty of the area, helps to maintain the quality of watershed lands, aids in erosion control, and is an important element of the wildlife habitat. In addition, it helps maintain air quality through re-oxygenation, and reduces noise impact.

Issues: The tall eucalyptus (*E. globulus*) that line El Camino Real and border the railroad have long been a dominant feature of Burlingame landscape. But throughout

much of the City other street trees and public plantings provide green canopies that shade sidewalks, act as wind breaks, and contribute to the public health and pleasure.

- Program: Continue maintenance program and replacement program for street trees lost through aging and damage.
- Periodically review planting lists for street trees, and modify to more fully relate to conservation objectives.

Hillside Vegetation

Issues: The land around Mills Canyon was subdivided from 1951 to 1960, and only a few of the parcels remain undeveloped. Because of their large size, many parcels neighboring Mills Canyon Park are of the same wooded character as the Park. Other areas of like character with extensive native vegetation are the Easton Creek/Canyon Road area, and the Canyon above Hoover School.

- Program: Maintain the character of the areas and protect the vegetation.
- Inform the people owning property, in these areas, of the importance of maintaining ground cover and native vegetation.

City Parks and School Grounds

Issues: Washington Park in the center of the City offers green spot for the inhabitants. Other parks likewise contribute to health and amenity. The existing trees and shrubs are a habitat for birds, squirrels and other small animals. The High School site is devoid of significant vegetation as are most of the older elementary school sites.

- Program: Carry on the program of good maintenance of vegetation on all City parks.
- Encourage a program of landscaping on the High School and other school sites using trees of suitable size and character.

Wildlife

Shell Fish

Issues: The waters of San Francisco Bay off Burlingame were known at one time for their abundance of edible shell fish which supported a large fishery. Pollution of the Bay continuing over many years all but destroyed this valuable resource. However, wastewater treatment has improved in recent years and there are indications that there has been a resurgence of some species of marine life.

Program: (See program under Water Quality heading)

Shore Birds

Issues: The bayshore is the habitat for shore birds attracted there because of other aquatic life and vegetation. Disturbances to their food supply, in the form of water pollution and destruction of mudflats, have diminished the bird population of the area. Water fowl are an integral part of the ecological system. They also add interest and visual enjoyment.

Program: Maintain an appropriate environment for this wildlife by providing a sanctuary along the bayshore. Mudflats, marshland, and clean water are essential ingredients of this environment.

- Regulate development and the discharge of pollutants along the bayshore.

Hillside Wildlife

Issues: The Mills Canyon area is the habitat for rabbits, squirrels, quail and other birds, insects, and an occasional deer. The same holds true of other wooded or brush covered hillside areas large enough to support and protect such wildlife.

Program: Protect the quantity of vegetation on the hillside by regulating development on adjoining lots.

- Inform residents of the relationship between vegetation and wildlife.
- Encourage the planting and maintaining of vegetative types that improve the wildlife habitat.

Soils and Geology

Erosion

Issues: Some of the most frequent causes of erosion are grading, road cuts, destruction of vegetative cover and accelerated rainwater run-off from structures and paved areas. Erosion results in loss of valuable top soil, and in subsequent pollution and siltation of creeks and Bay.

Program: Identify and correct erosion problems on City-owned lands.

- Develop erosion control programs and incorporate in regulations.
- Inform the public of the causes and effects of erosion and suitable corrective measures.

- Regulate new development to reduce erosion problems.

Seismic Conditions and Geologic Hazards

(Problems related to landslide, mudslide, unconsolidated fill, and seismic conditions are dealt with in the Seismic Safety Element.)

Air

Air Quality

Issues: Although maintaining air quality is primarily a regional and state matter, there are local sources and practices not presently regulated. Vegetation in the City regenerates the air supplies with oxygen.

Program: Support agencies working for air quality.

- Encourage the maintaining or increasing of the vegetative supply on private lands. Insure that all public lands are well planted wherever possible.
- Encourage use of public transit as an alternative to the private auto.
- Support programs to reduce wasteful use of energy sources contributing to air pollution.

BUILT ENVIRONMENT (see Built Environment Diagram)

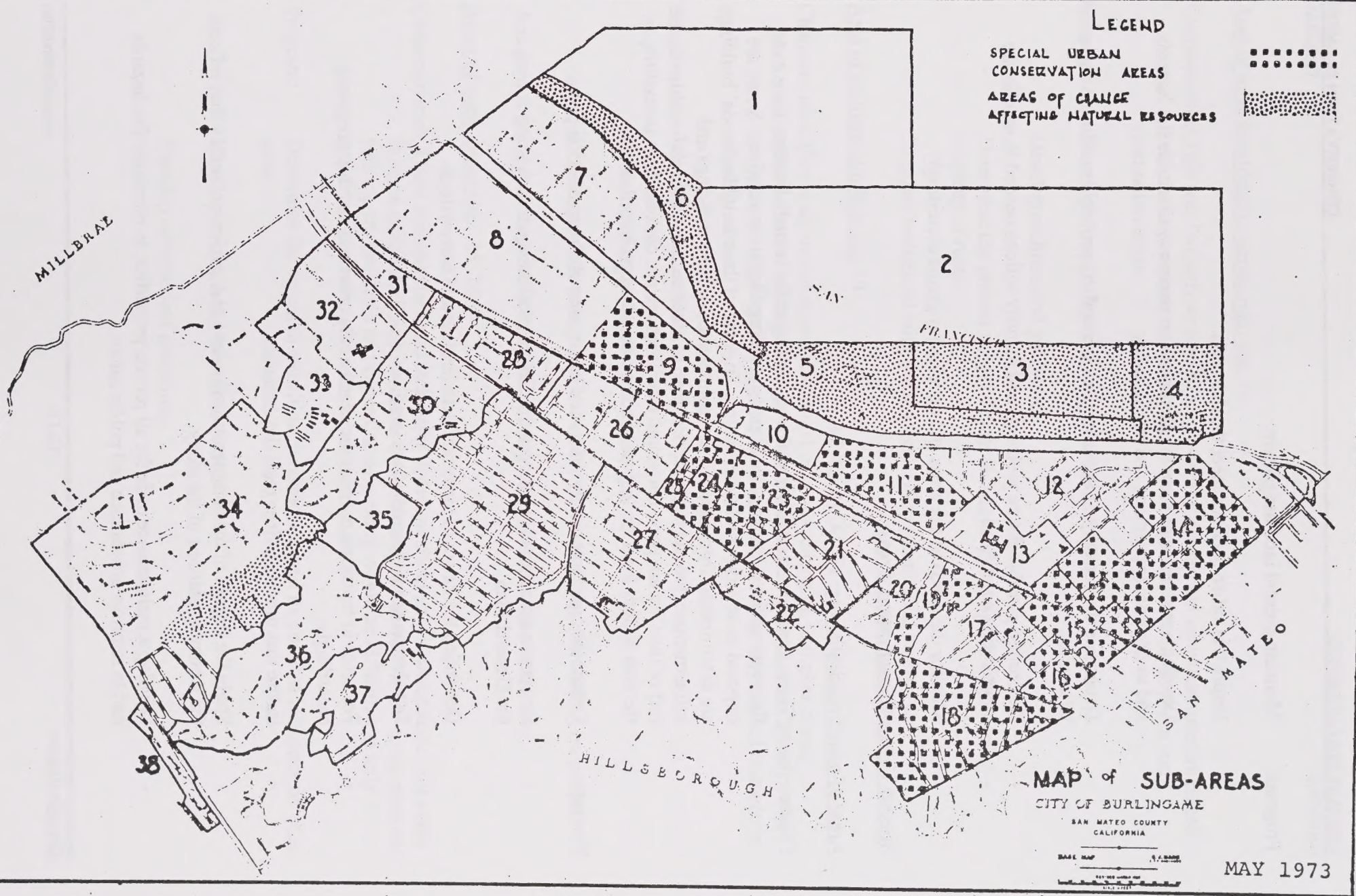
The concern for the built environment focuses particularly on two kinds of areas in transition. First are those built up sections of the City where changes are occurring accompanied by signs of decline or increased intensity of use. These are older areas where many structures are obsolescent or deteriorating and where residents have grown older and the structures no longer fit the particular needs of the present occupants. (These are identified as "Special Urban Conservation Areas.") Second are the areas, now largely vacant or occupied by low intensity uses, where added development is imminent and of such potential magnitude and intensity that changes could significantly affect natural resources. (These are identified as "Areas of Change.") In addition are the areas in good physical condition where reasonably adequate conservation measures are now being taken by property owners and the City. (These are identified as "Stable Urban Areas.")

Stable Urban Areas

Stable Urban Areas: 1, 2, 7, 8, 10, 12, 13, 17, 20, 21, 22, 26-38.

Characteristics: These are areas where the quality of development is good, and the level of maintenance is adequate. There is either a single type of land use or a compatible mixture of uses. The scale of development is human and intimate. In the main, urban services are adequate and community facilities near at hand.

C-18



Built Environment Diagram
Conservation Element

Program: Maintain present land use pattern.

- Insure that urban services meet the demands.
- Develop a maintenance code for all private properties to eliminate fire hazards and to improve appearance and public safety.
- Determine the capacity of the urban services and the probable maximum use as set by zoning.
- Determine possible future problems and identify actions needed to ameliorate contributing conditions.
- Monitor the needs of the areas and develop programs accordingly.

Special Urban Conservation Areas

Areas of mixed residential use: 11, 14, 18, 23, 24.

Characteristics: These areas of mixed residential use, needing some remedial action, have over the years suffered from age or change including illegal conversions. Some are exposed to adverse conditions nearby. In some of these neighborhoods' buildings are deteriorating from insufficient maintenance or have buildings and infrastructures too old to be serviceable. In other sections, the relationships to the rest of the City are poor, community facilities are not conveniently accessible, or the area suffers from the impact of some adverse external influences.

Program: Determine more completely the nature and causes of changes taking place.

- Determine compatibility between the direction of change and existing zoning and the General Plan.
- Determine the extent of structural deterioration and conversions.
- Develop programs to arrest deterioration.
- For areas in transition monitor the needs of the areas and develop programs accordingly.
- Insure that urban services meet the demands.
- Study the impact of the commercial intrusions and implement policy that reflects the recommendations of the study.
- Develop a maintenance code for all private properties, to eliminate fire hazards and to improve appearance and public safety.

Area of mixed residential/commercial use: 16.

Characteristics: This was formerly an area of single-family homes, but now land uses are mixed with new apartments and commercial buildings. The area lacks parks and recreation areas.

Program: Develop a comprehensive design for the area.

- Develop architectural guidelines.
- Determine the present range of rents and develop a program of providing a diversity of rents.
- Integrate residential with highly-serviceable commercial enterprises.

Area of residential/office use: 19.

Characteristics: This is an area of mixed residential uses now changing to higher density apartments and office buildings. It contains the new City Hall and library. The maintenance of properties is good but it is an area undergoing marked changes in intensity of use.

Program: Develop a comprehensive design.

- Zone according to the comprehensive design.
- Develop architectural guidelines and review and advise on building proposals.
- Explore the possibility of introducing other civic facilities in the area.

Areas of commercial use: 15, 25.

Characteristics: These commercial areas lack unity in design although a humane scale still exists in some portions. Some structures are old and obsolescent. Traffic congestion and parking are problems and expansion of parking would be difficult and only possible by intruding into nearby residential areas.

Program: Determine the extent of transition, its direction, and its possible influence on other areas.

- Develop a comprehensive urban design.
- Develop architectural guidelines.

- Determine the compatibility between the commercial enterprises and the few residential parcels.

Area of industrial use: 9.

Characteristics: This industrial area suffers from poor layout and lot pattern. Consequently traffic circulation is difficult. Some vacant land remains. It is an area of warehouse use.

Program: Develop a maintenance code.

- Develop a comprehensive design including improved traffic circulation.
- Negotiate for resubdivision of the remaining vacant land to alleviate the chaotic lot patterns.
- Develop regulations to maintain some of the open space.
- Determine the amount of structural deterioration.
- Study the capacity of urban services, determine areas of deficiency, and alleviate.
- Develop architectural guidelines.

Areas of Change Affecting Natural Resources

Areas include: developed and undeveloped properties adjacent to the Bay; 1, 2, 3, 4, 5, 6.

Characteristics: This large expanse of land to the northeast of Bayshore freeway was created by one of the last extensive land fills in the South Bay. The major portion is in private ownerships, in part already developed, and the remaining open land is planned for extensive development in the future. This area includes the waste water treatment plant and the solid waste disposal site to be incorporated in the City's proposed aquatic park. This fill area lacks a comprehensive plan and guidelines. There is severely limited capacity for traffic into the area. Some of the development that has already occurred, though well maintained, is not easily compatible with the atmosphere of the Bay.

Program: Develop comprehensive designs giving special attention to the natural resources.

- Institute stronger zoning regulations to protect the natural resources.

SEISMIC SAFETY ELEMENT

Adopted by the City Council

Resolution 51-75

July 21, 1975

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INTRODUCTION

GENERAL OBJECTIVES

Natural seismic hazards exist in Burlingame because of the City's proximity to two major active earthquake faults: the San Andreas Fault running north to south through the hills in the west; and the Hayward Fault, fifteen miles to the east. Earthquakes cause damage, but the risks of loss of life and property can be reduced with a willingness to require high standards of new construction and a careful review of older buildings, existing hazards and emergency action procedures.

The following are recommended objectives for the Seismic Safety Element:

1. Identification of those areas of the City where special seismic hazard potentials exist.
2. Identification of measures, in addition to those already in effect, that will reduce unavoidable risk, and thus future injuries and loss of lives.
3. Improved community capacity to respond promptly and effectively in the event of a major earthquake.
4. Increased public understanding of seismic safety so that unnecessary risk may be avoided (see also Safety Element¹).

LEGAL BASIS FOR THE SEISMIC SAFETY ELEMENT

1. State Planning Law

California Government Code Section 65302(f) requires: "A Seismic Safety Element consisting of an identification and appraisal of seismic hazards such as susceptibility to surface ruptures from faulting, to ground shaking, to ground failures, or to the effects of seismically induced waves such as tsunamis and seiches.

"The Seismic Safety Element shall also include an appraisal of mudslides, landslides, and slope stability as necessary geologic hazards that must be considered simultaneously with other hazards such as possible surface ruptures from faulting, ground shaking, ground failure and seismically induced waves."

¹The Seismic Safety Element is closely related to the Safety Element. Both are concerned with the hazards of unstable geological conditions and their effects on personal injuries and property damage. The Safety Element, however, stresses the relationship of other natural hazards to public safety.

2. CIR Guidelines

The legislature in 1972 directed the Council on Intergovernmental Relations to draft advisory guidelines for General Plan Elements. The most pertinent excerpt from G. C. Section 3421.1 reads: "In connection with its responsibilities under Section 3421.1, the Council shall develop and adopt guidelines for the preparation and content of the mandatory elements required in city and county general plans by Article 5 (commencing with Section 65300) of Chapter 3 of Title 7."

SUMMARY OF SEISMIC SAFETY FINDINGS

1. Burlingame has no known major active faults within the city limits. The San Andreas Fault Zone, however, lies immediately west of the city.
2. The Serra Fault, a low potential active fault, bisects the western hills (see Plate 1).
3. The alluvial deposits overlaying bedrock, and particularly the baymuds under recent fill, intensify ground shaking in those areas due to the average earthquake.
4. Soil instability due to earthquake induced landsliding would probably be confined to limited areas of the western hills already known to be unstable (see Plate 3).
5. Hazard from loss of soil stability and subsidence due to liquefaction in the event of a large quake may be present in areas of alluvial deposits, but the degree of risk has not been established.
6. Inundation hazard of developed Baylands by tsunamis is limited to the immediate shoreline (see Plate 5).
7. The great majority of single family homes in Burlingame will not constitute a major risk to their residents in an earthquake.
8. Multi-storied, multi-family structures are likely to be considerably more vulnerable to damage under similar conditions in a major earthquake.
9. Many older commercial structures, especially those of masonry construction, may be hazardous in a moderate to severe earthquake.
10. City and County disaster planning at present does not make extensive provision for major earthquake disasters.

MAJOR RECOMMENDATIONS OF SEISMIC SAFETY

1. Consider developing a "balanced risk" policy that relates seismic hazards to acceptable risk by building type and intensity of use.

2. Require that new development incorporate seismic hazard mitigation measures to reduce risk to an acceptable level.
3. Establish procedures that could be used to reduce seismic risk in existing buildings.
4. Review and update the City's disaster preparedness plan.
5. Improve interjurisdictional cooperation and communication in regard to seismic safety.
6. Advocate seismic safety educational programs for schools and promote greater general public awareness of all types of geotechnical hazards.
7. Periodically update and refine this element to enable it to achieve its general objectives.

BACKGROUND

AREA COVERED

This seismic safety study is focused on the City of Burlingame, with recommendations directed to local responses. It is recognized, however, that the natural hazards leading to local seismic and geologic problems are shared with both the County and other areas of this State. The Countywide Seismic Safety-Safety Element describes these hazards and helps establish the context for the physical limits set in this report.

FACTORS CONSIDERED

This Seismic Safety Element will treat identified seismic hazards due to faults, ground shaking effects, ground failures, seiches and tsunamis, and mudslides that may occur as the result of seismic activity. To the limited extent that data is presently available, an analysis could be made of the existing older buildings in Burlingame to assess their susceptibility to damage. The risks inherent in other structures and potential disruption to the City's underground utilities will also be reviewed. The planned response to public safety and economic aspects are additional major factors to be considered in this element.

INFORMATION SOURCES

In addition to the County of San Mateo's review of regional seismic hazards, this element has drawn on a report prepared for Burlingame by Howard F. Donley & Associates on the Geologic Fault Hazard Zone in the Western Hills of the City. The report identified the location of the Serra Fault, a low potential active fault within the terms of the Alquist-Priolo Act, and suggested procedures that could be used to reduce risk of damage from future fault movements.

The City's Building Department contributed a number of soils reports on bayland properties that have been recently filled. Other data was drawn from the Basic Data Contribution series published jointly by the U. S. Department of the Interior Geological Survey and by the U. S. Department of Housing and Urban Development as a part of their San Francisco Bay Region Environment and Resources Planning Study Project. These documents and others are listed in the bibliography at the end of this element.

SEISMIC HAZARDS

ACTIVE FAULTS

San Andreas Fault is one of the more active in California and stretches for 650 miles north-to-south. It was responsible for the San Francisco 1906 earthquake, and the less severe 1957 quake that damaged Daly City. It may mark the boundary between the Pacific and North American plates of the earth's crust. Its position just west of Burlingame avoids the hazard of surface rupture within the city, but threatens major ground shaking and ground failure in future.

Hayward Fault lies about fifteen miles to the east of Burlingame at the base of the East Bay hills. Historically, this fault has produced the most moderate-sized earthquakes in the Bay Area and future ones could be sharply felt here.

Serra Fault is a minor thrust fault that runs from Millbrae through Burlingame, passing under the western end of Mariposa Drive and moving south via Mills Creek to Kenmar Way and into the town of Hillsborough. Consider to have common roots with the San Andreas Fault, it is assumed to be potentially active and poses future problems of surface rupture and damage to any structure built over its path. Little risk to life is anticipated.

GROUND SHAKING

The major cause of damage during an earthquake is ground shaking, with frequency and amplitude of motion dependent on local geologic conditions. Sites on bedrock tend to have sharp, high frequency jolts with little amplitude, while sites on deep alluvium receive lower frequency shocks but suffer movement with high amplitude.

Recent regional studies have suggested that the response of certain soils such as "baymuds" to earthquakes will also vary according to the depth of soil and the magnitude of the quake. Thus, ground accelerations of smaller quakes are magnified as much as three times over the acceleration bedrock, whereas ground accelerations of a large quake (7.5 or more on the Richter scale) would be reduced to a value below that of the underlying bedrock.²

Burlingame's industrial area and waterfront commercial district are on fill over "baymud" and may be subject to both unequal settlement and increased accelerations from most local earthquakes. The additional potential for damage from liquefaction and sliding is also present for those buildings with inadequate foundations.

LANDSLIDES

Many of the natural factors that promote landsliding, such as steep slopes, poorly consolidated bedrock, and occasional heavy rainfall, are present in Burlingame's western hills.

²Redwood City, General Plan: Seismic Safety Element, pg. 8.

Some recent land developments may have increased the natural hazards; adding structures and fill to marginally stable slopes, removing natural vegetation, improperly handling rainwater runoff or simply watering lawns on unstable slopes will increase the danger of a landslide. In general, where slopes are steepened or their moisture content increased, a higher landslide potential is created.

An area with a history of landsliding should be of special concern, as most landslide activity seems to recur within or adjacent to such areas.

SOIL STABILITY

Four broad groups of soils exist in Burlingame:

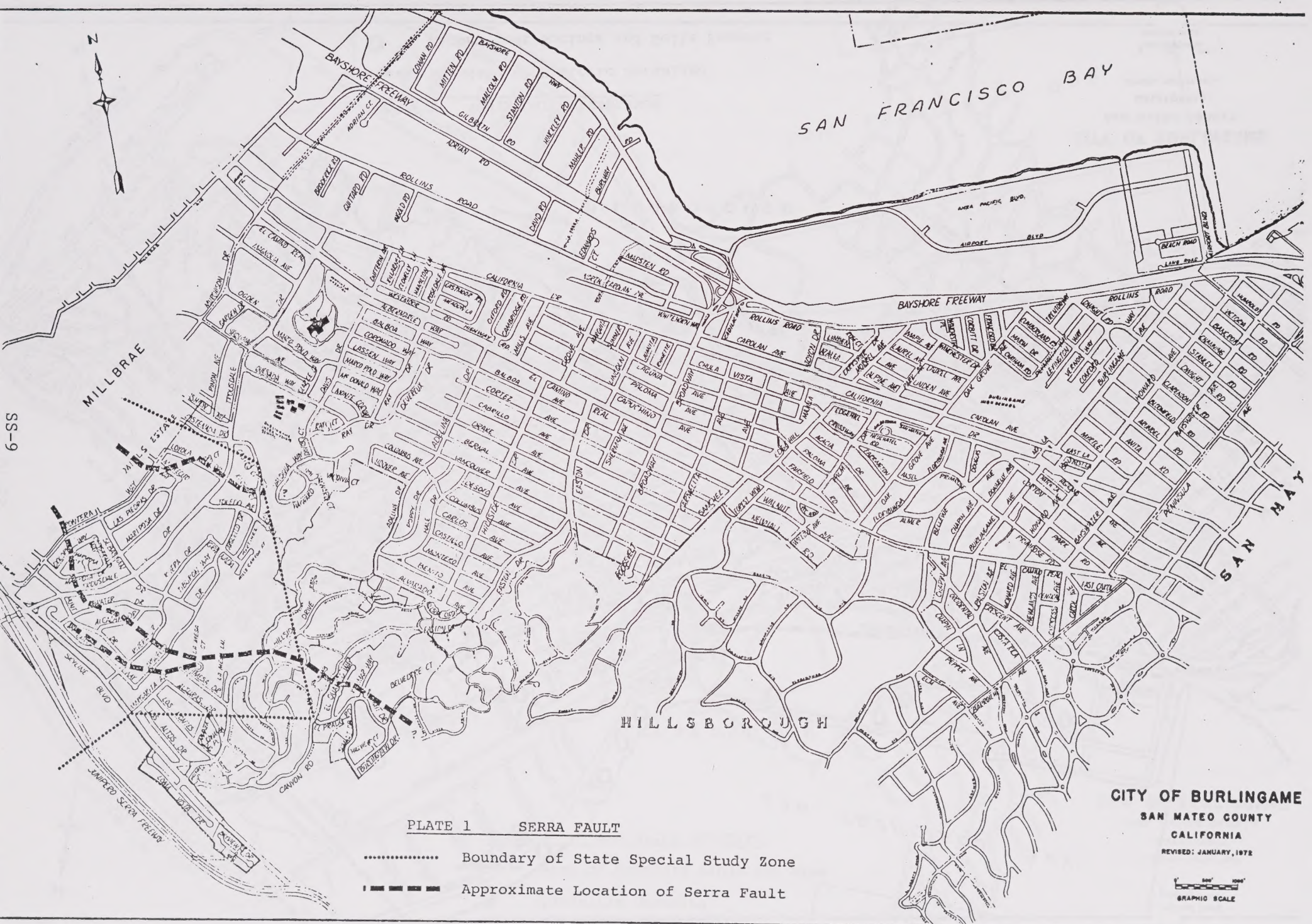
1. Baylands: extensive fill over the “baymud” of the historic marshlands.
2. Alluvium Plains: gravel, sand, silt and clay deposits under the Town of Burlingame, Corbitt Tract, Burlingame Park and the lower portions of the Easton Addition.
3. Foothill Band: “Merced Formation” sandstone, siltstone and claystone, with some slope wash and ravine fill of gravel, silt and clay.
4. Western Hills: primarily sheared Franciscan rocks of a variety of types, including graywacke-sandstone, chert, greenstone, serpentine and blueschist, often held in a softer matrix of clay materials.

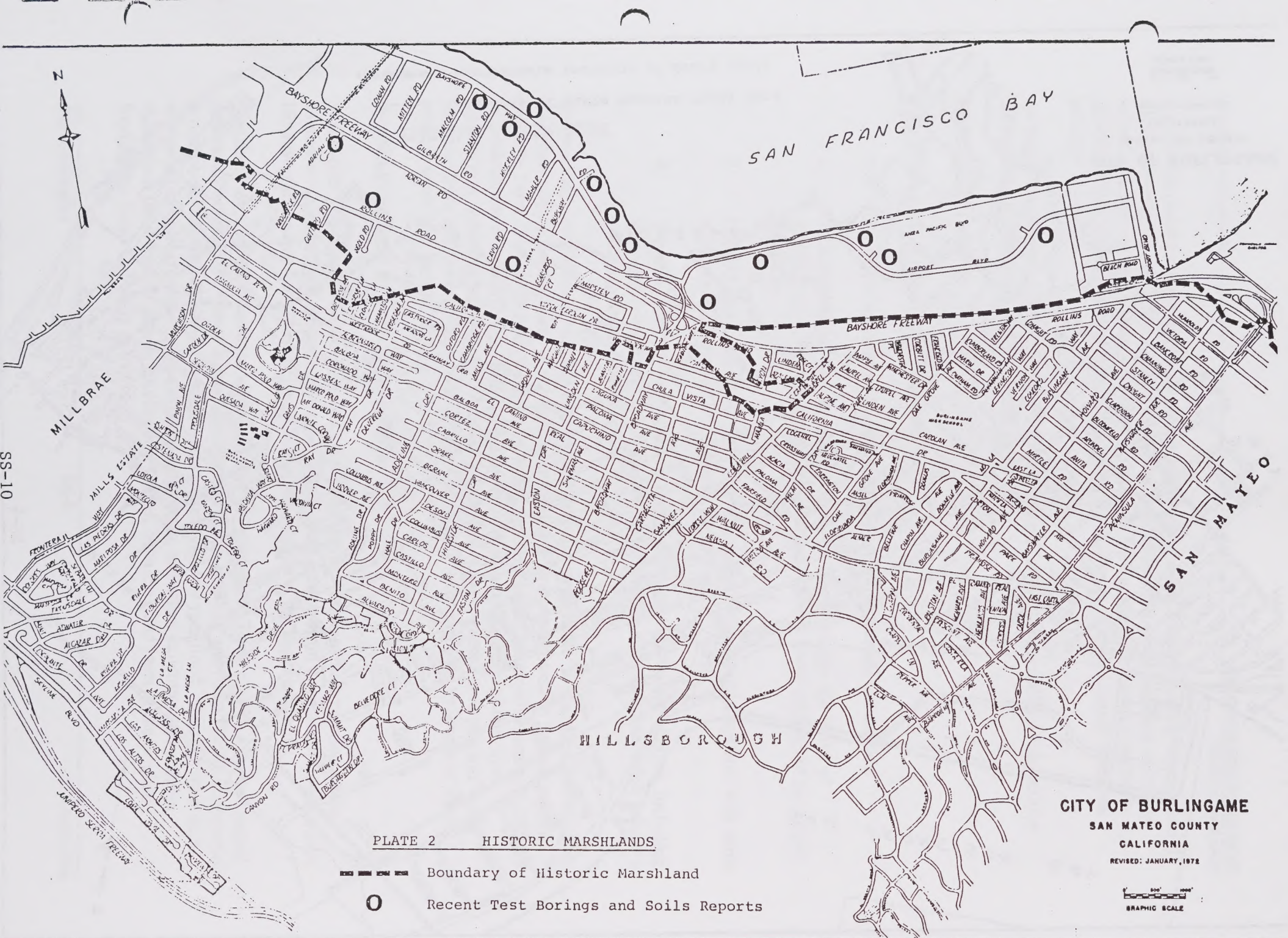
Under seismic conditions most Burlingame soils are reasonably stable. Exceptions include the Baylands and the limited areas of the hills where unstable slopes and possible surface rupture from the Serra Fault make local hazardous conditions. Incomplete information makes it difficult to establish the extent of the possible hazard on the alluvium plains and baylands from liquefaction, where a loss of strength suddenly occurs because of excess pore pressure under seismic shock conditions: this hazard is limited to alluvial soils underlain by lenses of water-bearing sands and gravels.

INUNDATION OF DEVELOPED AREAS

“Tsunamis” are seismic sea waves, often called tidal waves. Burlingame’s position on the southwest shore of San Francisco Bay effectively shields the city from these major ocean waves. However, secondary waves would cause limited inundation of the lower baylands.

“Seiches” are earthquake induced waves in lakes and reservoirs. There may be a limited hazard from such waves in the “inner lagoon” between Bayshore Freeway and Anza Pacific Corporation property. Extensive other areas of the city are subject to a 100 year flood. Damage from such storms is likely to exceed inundations of seismic origin, and affect structures and utilities throughout the industrial district, Burlingame Grove, Villa Park and parts of the original Burlingame Land Company subdivision.





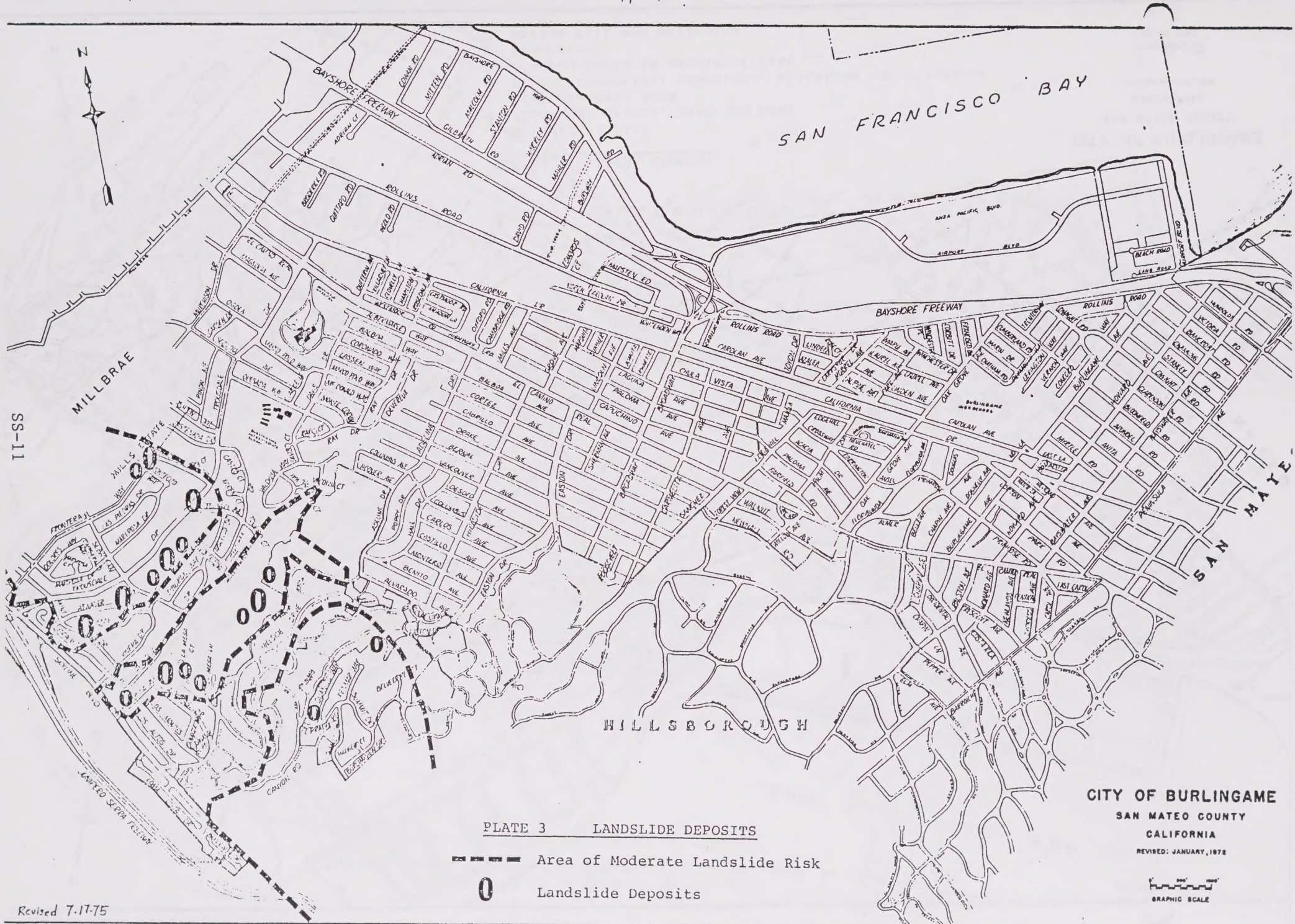
SS-10

PLATE 2 HISTORIC MARSHLANDS

- Boundary of Historic Marshland
- Recent Test Borings and Soils Reports

CITY OF BURLINGAME
SAN MATEO COUNTY
CALIFORNIA
REVISED: JANUARY, 1972

GRAPHIC SCALE



SAN FRANCISCO BAY

MILLBRAE

HILLSBOROUGH

SAN MATEO

PLATE 3 LANDSLIDE DEPOSITS

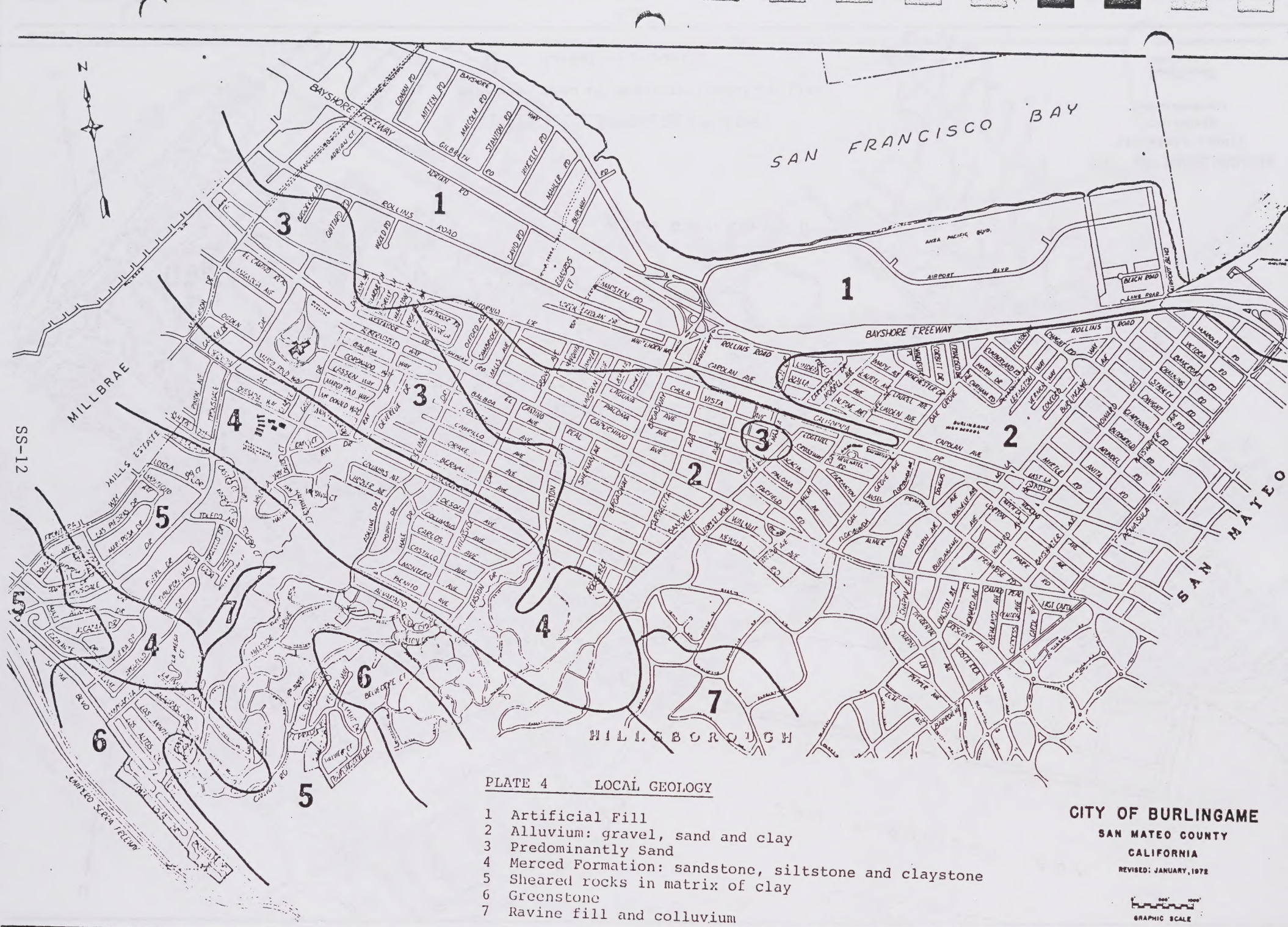
Area of Moderate Landslide Risk

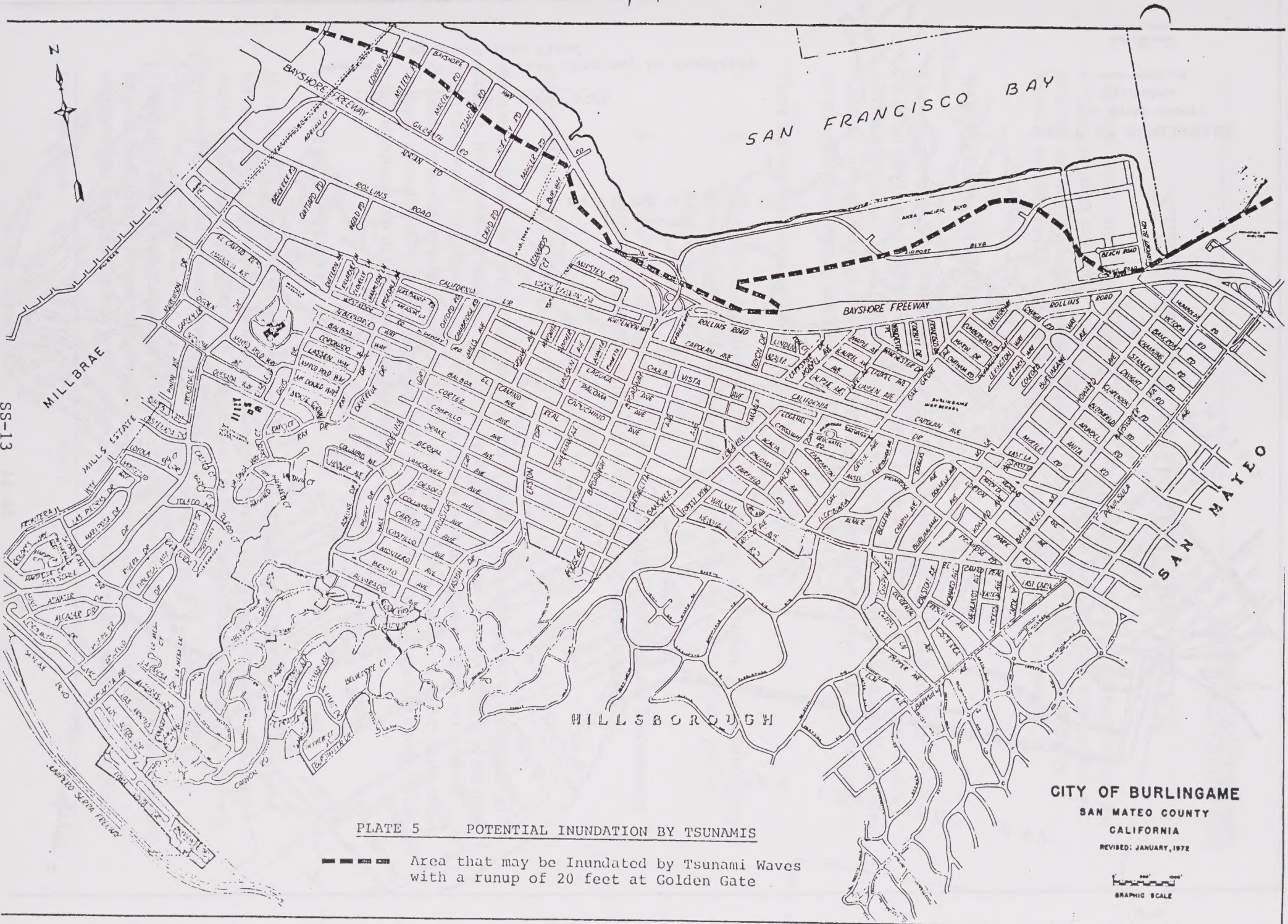
Landslide Deposits

CITY OF BURLINGAME
SAN MATEO COUNTY
CALIFORNIA
REVISED: JANUARY, 1972

GRAPHIC SCALE

Revised 7-17-75





SS-13

PLATE 5 POTENTIAL INUNDATION BY TSUNAMIS

Area that may be Inundated by Tsunami Waves with a runup of 20 feet at Golden Gate

CITY OF BURLINGAME
SAN MATEO COUNTY
CALIFORNIA
REVISED: JANUARY, 1972

GRAPHIC SCALE

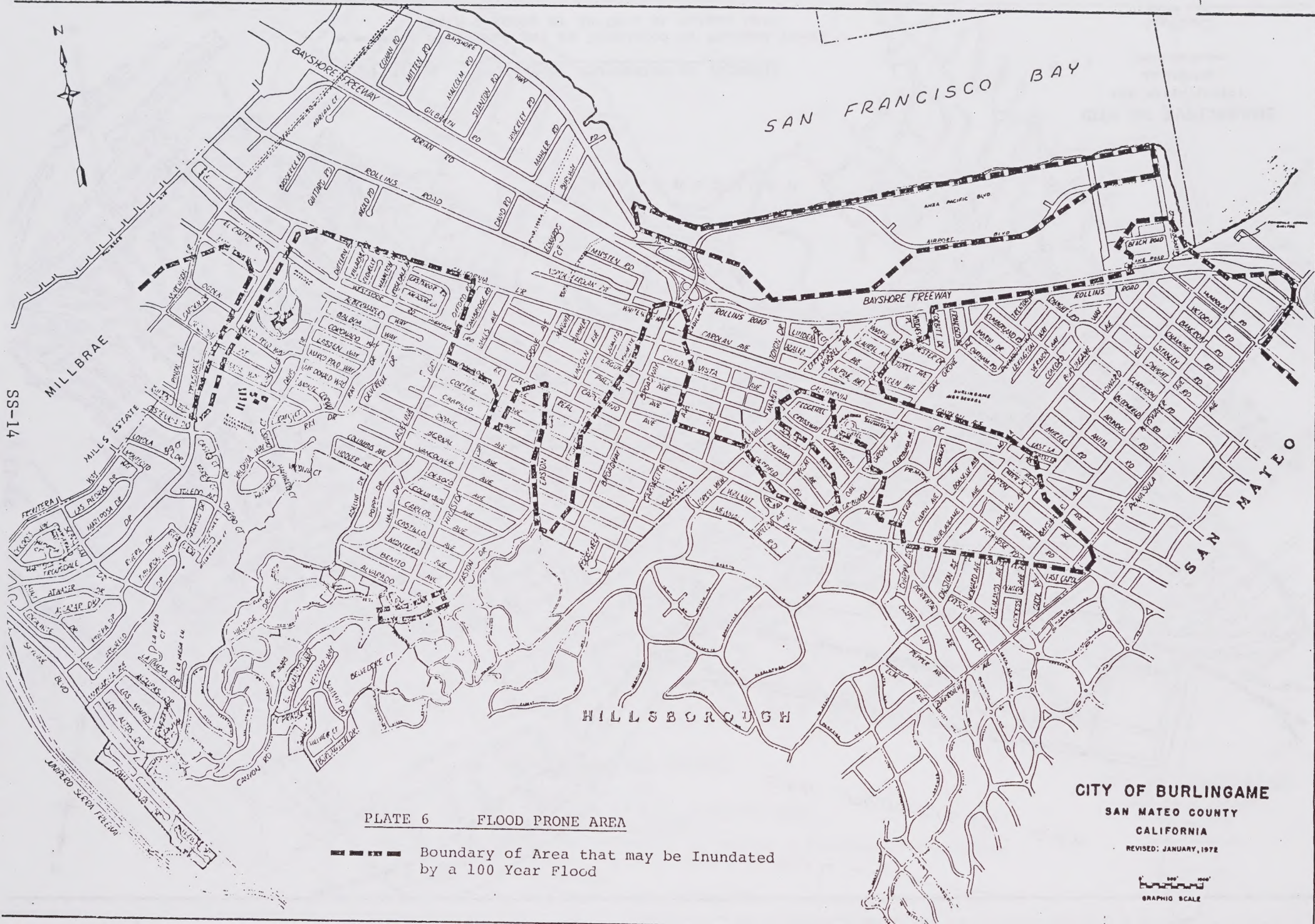


PLATE 6 FLOOD PRONE AREA

--- Boundary of Area that may be Inundated by a 100 Year Flood

CITY OF BURLINGAME
SAN MATEO COUNTY
CALIFORNIA
REVISED: JANUARY, 1972

GRAPHIC SCALE

STRUCTURE AND UTILITY RISKS

The State Joint Committee on Seismic Safety has observed that “the works of man loom as the principal cause of earthquake (risk)... and in a seismic region like California, every significant structure can be expected to undergo at least one major earthquake in its lifetime. Every structure should be made as secure against shaking or ground failure as is practical.”

WOOD FRAME BUILDINGS

The majority of buildings in Burlingame are one- and two-story timber construction. Such buildings can be expected to perform fairly well during a moderate quake, and many would survive a large one. Those built to the requirements of the 1933 or later editions of the Uniform Building Code have a high resistance to seismic forces, and although they may be damaged in a severe earthquake, human casualties will likely be minimal.

There are two significant possible exceptions to the above:

1. Wood frame dwellings constructed, on steep hillsides where ground failure may cause such intense local stress on the foundation and structure that a general collapse occurs.
2. Wood frame apartments built above a one-story parking garage. The masonry walls of the garage are often a weak link, and subject to local failure.

MASONRY BUILDINGS

Masonry buildings in Burlingame are concentrated in the city's shopping areas and industrial district. Many of these buildings are new and strongly reinforced. However, many of the older structures would be badly damaged in a moderate quake, with older open-front commercial buildings receiving severe glass damage and some degree of roof failure. A severe quake could collapse unreinforced masonry walls (pre-1933 construction) and encourage major roof failure and consequent loss of life in these structures.

OTHER STRUCTURES

Hospitals, fire and police facilities are especially critical, with the requirement that they must survive a strong earthquake and continue to supply the emergency services that Burlingame would need immediately afterward. The Seismic Disaster Preparedness Section of this element reviews the role of earthquake response planning.

Public schools are another sensitive facility, and have been the focus of a recent State program to upgrade their safety. New schools, and those older schools reinforced to current code requirements, have had the best performance record of all major structures in recent California

earthquakes. Private schools are not generally constructed to the same standards, and the potential for casualties is correspondingly larger.

Minor structures, such as swimming pools can create unnecessary risks if they are badly located and under designed. A pool in the hills which breaks and empties may cause a mudslide, with further damage if there is a house or utility lines in the path of the mud flow.

PUBLIC UTILITIES

Water: buried water pipes generally have a good record even in heavy quakes, providing no strong shear forces develop.

Electricity: a major quake could result in a 50% loss of service for 24 hours. PG&E is not responsible for emergency power supply.

Natural gas: most gas pipelines traverse bay mud areas, with the consequent risk that ground distortion during an earthquake could rupture a pipe and cause a partial pressure failure.

Sanitary and storm sewer systems: older sewerage systems, with rigid joints coupled with brittle piping, can expect major damage. A further problem is likely to exist where trunk sewers cross bay mud to disposal plants.

BALANCED RISK POLICY

The two central questions to any review of seismic hazards are: How much loss of life and property damage are we willing to risk in future tremors? What costs are we willing to bear to reduce these risks? The objective of this section of the Seismic Safety Element is to develop an approach to a policy that will answer these questions, and make clear the values of the City Council to the general community that may be expected to share these costs.

HAZARD VS. RISK

The terms “hazard” and “risk” are often used interchangeably. Yet each has a specific, separate meaning:

Seismic hazard is defined as “expected occurrence of future adverse seismic event.”

Seismic risk is defined as “expected consequences of future seismic event.”

* Earthquakes do occur, and cannot be prevented. But the consequences of an earthquake-- loss of life, property damage, social and economic disruption-- can be made less severe. Earthquake hazards can be studied, while seismic risks can be reduced with better methods of construction and future patterns of land use.

Certain generalities can be noted:

1. Risk is a part of everyday life as all activities have some risk associated with them.
2. Minimizing risks often results in higher construction costs. A decision is needed on the balance between construction costs and risk levels acceptable to the community.
3. Some risks are taken unknowingly. The public should be aware of the seismic risks it takes in certain situations.
4. With existing structures, risks can be reduced by relocation, demolition, physical alteration or changing the use of these structures.

VOLUNTARY VS. INVOLUNTARY RISKS

Where people have little or no choice as to the structures they occupy, the seismic risk ought to be extremely low. Examples of such structures include schools, hospitals, libraries and other places of public assembly. In the case of private structures, the presumption is that somewhat higher risks are acceptable when these risks are knowingly taken.

BALANCED RISK POLICY

Safeguards from seismic risk are designed into most new construction through earthquake standards in the Uniform Building Code. Average earthquake forces are estimated, safety factors added, and design coefficients produced that are applied to new buildings. However, if a severe earthquake strikes closer than expected, the structure may fail despite the code and its standard factor of safety.

A recent code change adopted by the City of Long Beach adds a new criterion: what does the community judge to be a “tolerable death risk”? Presented with a risk range of one death per 100,000 people per year exposed, to one per 10,000,000, the City Council decided on a death risk of one death per million people per year exposed for all existing buildings. This recognizes that buildings intensively used, and likely to be in use for many years, should be stronger than other structures with modest occupant loads. For example, a hospital occupied by thousands of people twenty-four hours each day, to be used for 50 years, should have a higher earthquake resistance than a single-story warehouse occupied by a half-dozen people eight hours each day for 10 years. Using present codes, the risk of death per person exposed will be higher in the hospital than in the warehouse. The risks should be at least equal, and perhaps favor the hospital on the theme of voluntary/involuntary risk.

Four factors can be assembled into an earthquake risk policy:

1. Number of people using a given building per day.
2. Expected life of the building.
3. “Critical facility” judgement on building’s importance to the community.
4. Evaluation of the seismic or geologic hazards in the environs of the proposed or existing building.

Implementation of the balanced risk policy would require:

1. Assign an “importance factor” to a building.

Ave. Daily Exposure (Persons)	Expected Bldg. Life Span (Years)	Importance Factor
1000 and over	-	1
100-999	-	2
10-99	-	3
0-9	-	4

2. Map of city with iso-hazard lines.

- | | |
|---|------------------------|
| 1 | Maximum seismic hazard |
| 2 | Moderate |
| 3 | Low |
| 4 | Minimum seismic hazard |

3. Matrix comparing (1) with (2), and assigning “safe design standards”.

Hazard Zone

Importance

Factor

4. Recommended safe design standards.

- (A) Current building code must be met, as well as other State and local ordinances and regulations.
- (B) All of the above, plus sufficient geologic, seismic, soil and structural engineering analysis to safely determine stability of the site relative to the occupancy and the intended use. Investigations beyond the confines of a given site may be required in order to obtain the necessary data.
- (C) All of the above, plus one or more of the following if required by the building official: 1) Subsurface boring to determine liquefaction potential; 2) Foundation investigations to determine and estimate differential settlement potential; 3) Detailed fault and/or landslide analysis.
- (D) All of the above, plus dynamic ground and structural response, and dynamic structural analysis of structures.

This approach to seismic and geologic hazards has the advantage of recognizing the use, location and expected life of a building, and could supplement present earthquake codes to maintain safety standards measured on a risk-exposure basis. It could be applied to both new and existing structures. Applied to older buildings, it would provide an objective basis for a renovation program by property owners, improving the more dangerous buildings first.

DISASTER PREPAREDNESS

The term “seismic disaster”, as used in this element, means significant and widespread damage of buildings and infrastructure as the result of an earthquake. A “disaster” does not necessarily imply casualties but means that the effects of a seismic disturbance have seriously disrupted the normal life and economy of the city.

CITY OF BURLINGAME EMERGENCY OPERATIONS PLAN

The County of San Mateo and twenty of its cities comprise the San Mateo Operational Area Civil Defense and Disaster Organization. This organization works with State and Federal counterparts and is headquartered in Redwood City. Its operational plan outlines the roles of the County and the several cities in the event of a natural disaster, and is intended to provide coordination, leadership and area-wide communications.

The City of Burlingame has a complementary Emergency Operations Plan. Originally prepared as a civil defense handbook, concerned with enemy attack and nuclear fallout, the plan has recently been expanded to include “natural disasters” - windstorms, floods and fires - and in a minor way, seismic and geologic events. However, with recent advances in State and County knowledge of earthquake response planning, several of the fundamental concerns of Burlingame's Emergency Operations Plan should be amended and brought up to date. Task priorities during a seismic disaster should also be more clearly identified within the organizational responsibilities already specified in the Plan.

EARTHQUAKE RESPONSE PLANNING

The State Office of Emergency Services recommends that local earthquake emergency plans include provisions for:

1. An organization which:
 - (a) Has assigned emergency functions to intrajurisdictional agencies to perform field operations;
 - (b) Has personnel designated and trained to perform specific tasks both within the control center and the damaged area;
 - (c) Controls and coordinates field operations from a predesignated, earthquake-resistant control center;
 - (d) Has communications to all operating field forces and with higher and lower levels of government, to exchange operational information;

- (e) Has a staff to prepare and disseminate essential public information; and
- (f) Conducts exercises to perfect and test plans and procedures.

2. Pre-earthquake preparations which:

- (a) Consider vulnerable structures in relationship to their effect on emergency operations;
- (b) Have outlined areas subject to inundation due to the failure of dams, and developed plans and procedures for rapid notification and evacuation of people from such areas;
- (c) Identify and inventory available essential resources;
- (d) Establish procedures for obtaining mutual aid;
- (e) Insure continuity of emergency communication systems, including augmentation of operating agency radio communications with Radio Amateur Communications Emergency Services or other organized volunteer emergency radio capability; and
- (f) Insure continued operation or rapid restoration of essential public utilities.

3. Post-earthquake operations which:

- (a) Provide rapid surveillance and assessment of the damaged area;
- (b) Search out and rescue people trapped in damaged structures of isolated danger areas;
- (c) Conduct medical triage for the injured;
- (d) Provide first aid in the damage area and transport injured to emergency medical facilities;
- (e) Provide necessary fire prevention, firefighting and lifesaving services in devastated or threatened areas;
- (f) Clear debris from transportation routes into and away from damaged areas;
- (g) Evacuate or direct people from danger areas to locations providing relative safety, shelter, and sustenance;
- (h) Provide traffic supervision and control along established evacuation routes, and security for evacuated areas;

- (I) Care for displaced people;
- (j) Remove, identify, and preserve dead for future disposal;
- (k) Provide for reuniting families;
- (l) Provide for informing victim's relatives outside of area;
- (m) Relieve hardship and expedite rapid and orderly reconstruction and redevelopment;
- (n) Prepare and disseminate essential public information through the news media;
- (o) Prepare and maintain a log of operations; and
- (p) Develop a procedure for cooperating with qualified earthquake investigators.

PUBLIC AWARENESS

Unlike many other natural disasters, an earthquake gives little or no warning before it strikes. It is important, therefore, that preparations be taken by the public before the event to reduce the risk, of damage and loss of life. Precautions include:

1. Potential earthquake risks in the home should be corrected.
2. Supplies of food and water, a flashlight, a first aid kit, and a battery-powered radio should be set aside for use in emergencies.
3. One or more members of the family should have a knowledge of first aid procedures because medical facilities nearly always are overloaded during an emergency or disaster, or may themselves be damaged beyond use.
4. All responsible family members should know how to turn off the electricity, water and gas.

Public awareness of seismic hazards and risks should be encouraged whenever possible. And with the recognition that some damage will occur, in spite of all precautions, the State's Joint Committee on Seismic Safety has recommended that all new borrowers who are purchasing residential structures should be required by lending institutions to have earthquake insurance, just as is now the case for fire insurance.

IMPLEMENTATION

Since Seismic Safety is a new element of the Burlingame General Plan, it should be looked upon as a first phase in a continuing process of research, refinement and implementation. The following actions are recommended to begin this process.

POLICIES

- SS(A): Consider developing a “balanced risk” policy that relates seismic hazards to acceptable risk by building type and intensity of use.
- SS(B): Require that new development incorporate seismic hazard mitigation measures to reduce risk to an acceptable level.
- SS(C): Institute a continuing program of evaluating existing structures with a high risk rating, a high intensity occupancy and those critical facilities that must survive a severe earthquake.
- SS(D): Encourage the reduction of risks associated with the more dangerous existing buildings through action programs, including renovation and occupancy reduction.
- SS(E): Consider an ordinance requiring the preparation of internal emergency response plans for facilities housing dependent populations.
- SS(F): Define a policy for properties over or immediately adjacent to the Serra Fault.
- SS(G): Periodically update and refine this element to enable it to achieve its general objectives.
- SS(H): Consider the establishment of a Seismic Safety Committee to assume responsibility for the implementation of this element.
- SS(I): Consider selecting a qualified geotechnical firm to advise the city during the implementation period of the larger seismic safety projects.
- SS(J): Consider establishing procedures to make available to the public all known, pertinent geotechnical data regarding their property, and other reports of a more general nature on city-wide seismic hazards.

ACTIONS:

- SS(1): Implement agreed programs to improve or abate existing dangerous buildings.
- SS(2): Survey major structures to determine the need for a parapet ordinance (applying to parapets, signs, marquees and general, ornamentation).

- SS(3): Consider placing fault movement gauges along active fault traces to monitor activity.
- SS(4): Review and update the City's disaster preparedness plan.
- SS(5): Assess need for additional earthquake and flood insurance on City property and facilities.
- SS(6): Improve interjurisdictional cooperation and communication in regard to seismic safety.

RESEARCH

1. Collect and analyze further information on:
 - (a) Alluvium and baymud hazards.
 - (b) Liquefaction hazard.
 - (c) Landslide and mudslide hazards.
 - (d) Hazards from tsunamis and seiches.
2. Refine the seismic-geologic hazards map of the city; develop iso-hazard lines.
3. Establish standards to reduce seismic risk in existing hazardous structures; review methods to incorporate seismic risk analysis into the existing hazardous structures; review methods to incorporate seismic risk analysis into the existing city structural inspection program.
4. Identify procedures to inspect and evaluate existing high risk structures.
5. Research potential break points in public utility systems, with attention to:
 - (a) Major water storage tanks.
 - (b) Principal water mains and fire flow capability in seismic disaster conditions.
 - (c) Sewage mains crossing areas of baymud.
 - (d) Sewage treatment plant.

NEGATIVE DECLARATION

In 1973 San Mateo County initiated coordinated planning studies with local cities for those State mandated General Plan elements that address technical problems of a regional nature. Seismic safety, air quality, noise, public safety and scenic highways were mentioned as possible topics for joint review.

A work program was drafted for a completion date of September 20, 1974, with costs and staff time budgeted on a shared basis. After further review a more limited objective was agreed: preparation of a countywide combined Seismic Safety-Safety Element. Individual cities would contribute on a per capita basis towards the costs of the technical input, and then would be free to add a supplement that would focus the broad report on local issues. In mid-1974 the County Board of Supervisors requested and received an extension of the completion date to September 20, 1975, from the Council on Intergovernmental Relations. With the completion of the County Planning Department's first draft of the general report, City staff began study of the local problems and special issues that a Burlingame Seismic Safety Element should assess. This report is the result of these efforts, and reviews seismic and geologic findings at a city scale. A number of new policies are recommended for adoption into the General Plan, and possible implementation steps are described that could reduce many of the earthquake associated risks that presently exist in Burlingame. The Countywide Seismic Safety-Safety Element should serve as a companion report to this local Seismic Safety Element, and be used as background for the technical terms and regional profiles necessary for an understanding of geologic and seismic safety issues.

The City of Burlingame does not have an adopted Seismic Safety Element of the General Plan. The adoption of this element will, of its self, have no environmental impact on the City or its surroundings. The existence of the Seismic Safety Element of the General Plan, as opposed to no such element, will provide guidelines for the enhancement of public safety, the reduction of risks to acceptable levels, the improvement of response capability in a major earthquake, and the upgrading of codes and regulations to protect lives and property throughout Burlingame.

SAFETY ELEMENT

Adopted by City Council

Resolution 60-75

August 18, 1975

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INTRODUCTION

OBJECTIVE

The purpose of this element is to introduce public safety considerations in the planning process, and to consider means by which loss of life, injuries, damage to property, and economic or social disruption may be reduced within the City of Burlingame.

Hazards of special concern are: fires, floods, the breakdown of essential public services and utilities, landslides and limited other geologic events. The intent is to begin a coordinated program that will more precisely define these hazards, determine a level of acceptability, and propose implementation measures to reduce those hazards that exceed an agreed maximum level of risk.

The following are recommended policy objectives:

- S(A): Identify existing natural and man-made safety hazards, and devise a reasonable assignment of responsibility for their correction or reduction which will be within limits of economic acceptability.
- S(B): Increase public understanding of safety issues so that unnecessary risk may be avoided.
- S(C): Identify any urgently needed implementation measures or new legislation.
- S(D): Set safety goals consistent with the goals of other elements of the Burlingame General Plan.

LEGAL BASIS FOR THE SAFETY ELEMENT

1. State Planning Law

California Government Code Section 65302.1 requires: "A safety element for the protection of the community from fires and geological hazards including features necessary for such protection as evacuation routes, peak load water supply requirements, minimum road widths, clearances around structures, and geologic hazard mapping in areas of known geologic hazard."

2. CIR Guidelines

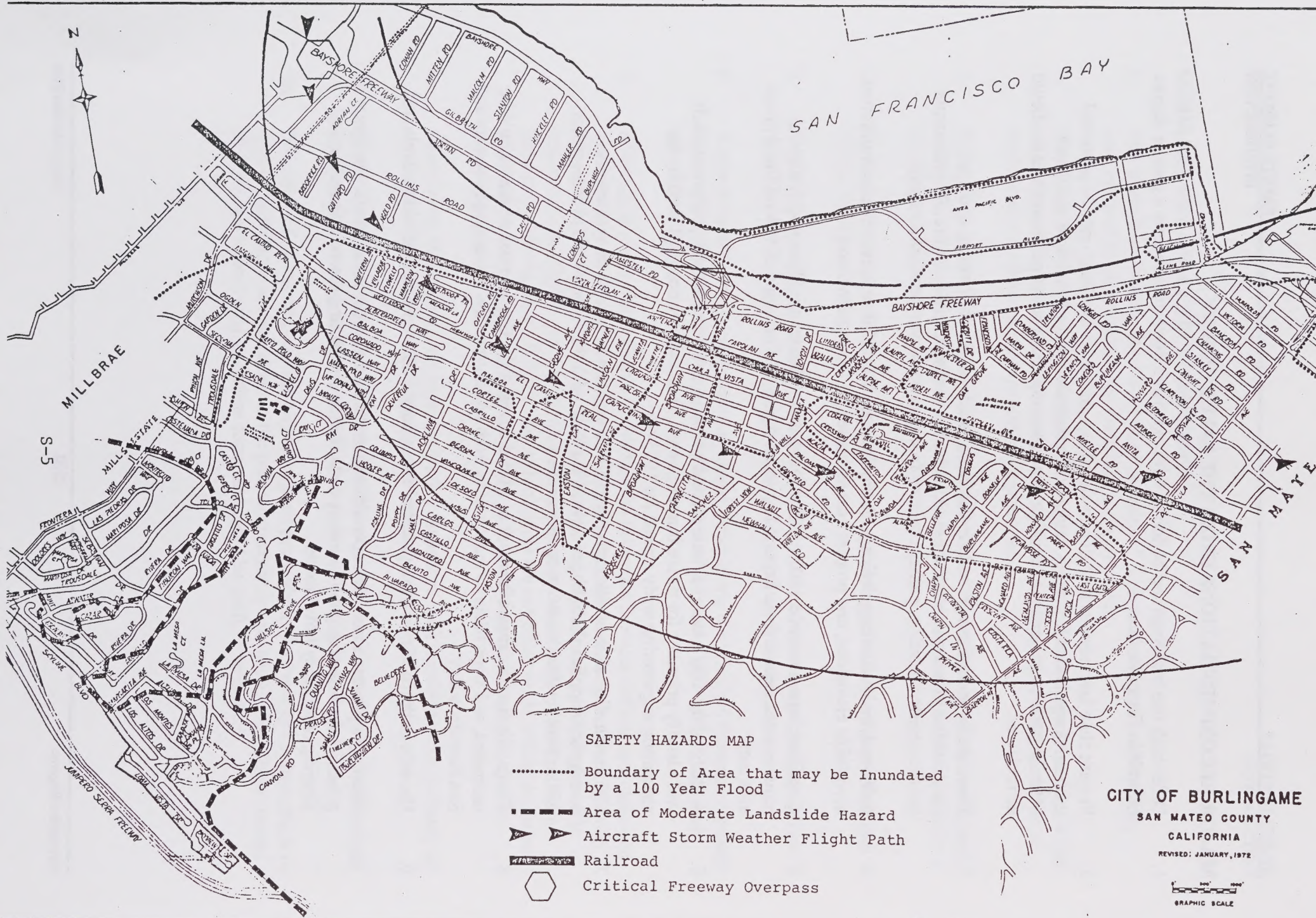
The legislature in 1972 directed the Council on Intergovernmental Relations to draft advisory guidelines for General Plan Elements. The most pertinent excerpt from G.C. Section 3421.1 reads: "in connection with its responsibilities under Section 3421.1, the Council shall develop and adopt guidelines for the preparation and content of the mandatory elements required in city and county general plans by Article 5 (commencing with Section 65300) of Chapter 3 of Title 7."

SUMMARY OF SAFETY STUDY FINDINGS

1. Fire hazards in Burlingame can be rated as "minor." Life loss potential is also slight, concentrated in older multi-story dwellings and apartments.
2. The City's three existing fire stations provide good geographic coverage. Numbers of full time, trained Fire Department personnel are higher than average for California cities of equivalent population and properties to be protected.
3. Emergency communications are good, both for citizens reporting fires and between staff within the council. Burlingame is one of the few cities which has complete coverage by a street fire alarm box system.
4. Burlingame participates in a County-wide Mutual Aid Program for large scale fires and related emergencies.
5. There is a hazard from extensive, shallow flooding in the lower areas of the City, given high tides and strong winds or power interruption to pumping stations.
6. A minor hazard from local flooding presently exists along the principal drainage channels in the Millsdale Industrial Park, and along several of the creeks that cross the alluvial areas of the city.
7. Although the City water system is rated by the Insurance Services Offices as a class two system, there are some concerns with it. A major earthquake could leave the City with only one day's supply of potable water. Fire fighting requirements could deplete this reserve to a negligible quantity within hours, leaving residents without a dependable source of drinking water. Repairs and replacements are not being made within the context of a master water scheme and agreed priorities. A consulting engineering study is to investigate these concerns in 1975-76.
8. Historically, Burlingame has experienced few landslides. Soil instability will probably be confined to limited areas of the western hills already known to be unstable.
9. Expansive soils underlie several districts of the city, and pose a hazard to many buildings. Soil instability and subsidence in these areas pose additional potential problems.
10. Procedures that would allow the city to respond promptly in the event of nuclear attack or a civil disturbance are described in the present emergency operations plan. Other natural disasters are treated only in outline form, and could be usefully reviewed.

MAJOR RECOMMENDATIONS FROM THE SAFETY STUDY

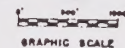
1. Older high rise buildings and buildings with extensive floor areas require a greater degree of built-in fire protection.
2. Present state law requires that all new dwellings and multi-dwelling units be protected with smoke activated fire alarm devices. The desirability of a municipal ordinance extending this requirement to existing structures, especially apartments and hotels, should be reviewed.
3. There are large sections of the City that have combustible roofs which, under a combination of adverse conditions, could cause a major catastrophic fire. Requirements for fire-resistive roofing, perhaps on a replacement basis, warrant further study.
4. Review dyke levels along drainage channels in the industrial area; recommend minimum acceptable elevations, and prepare cost estimates for the required work.
5. Consider preparation of a 100 year flood protection plan in compliance with Federal requirements. Secure from Federal Insurance Agency an updating of federal flood prone area map.
6. A study of the City's water system should be made, and a master plan prepared which will identify priorities for future improvements. This could be accomplished by the consulting engineering study agreed for 1975-76.
7. The practicality of connections to the Millbrae and San Mateo water systems for emergency supplies should be reviewed, together with the reactivation of older wells within Burlingame that are presently capped.
8. The public health dangers inherent in a breakdown of the City's sewer system should be estimated, and steps taken to reduce risks from pollution of the water supply system and San Francisco Bay.
9. Hazards in the hill areas from potential future earth and mud slides should be evaluated.
10. The City's present emergency operations plan should be supplemented with a program of priorities for restoring public services and utilities, conducting rescue operations, and clearing emergency travel routes.



SAFETY HAZARDS MAP

- Boundary of Area that may be Inundated by a 100 Year Flood
- - - - - Area of Moderate Landslide Hazard
- ▶ ▶ Aircraft Storm Weather Flight Path
- ==== Railroad
- ⬡ Critical Freeway Overpass

CITY OF BURLINGAME
SAN MATEO COUNTY
CALIFORNIA
REVISED: JANUARY, 1972



BACKGROUND

AREA COVERED

This Safety Element is focused on the City of Burlingame, with recommendations directed to local responses. It is recognized, however, that many of this City's natural and man-made hazards are common to other urban areas of the San Francisco Peninsula.

The broader context of safety issues is reviewed in the Countywide Seismic Safety-Safety Element, which describes many common hazards and helps establish the context for the issues and implementation programs described in this report.

FACTORS CONSIDERED

Concern for public safety involves many issues. The principal ones identified in this element are fire, flooding, non-seismic ground failure, landslides and mudslides. To the limited extent that data is available an analysis will be made of hazards likely to induce or be induced by a breakdown of essential public services and utilities. The City's present Emergency Operations Plan will also be reviewed.

The principal public safety issue not considered in this element is the role of law enforcement agencies, and the crime prevention aspects of land use development - such as planning for "defensible space." State guidelines declare this issue as optional, and it is considered that it could only be included in a superficial way in this first draft of Burlingame's Safety Element. It is the City's intention to review this topic during the coming year and to prepare findings and recommendations for inclusion in a future amendment of this report.

INFORMATION SOURCES

In addition to the County of San Mateo's study of regional safety hazards, this element has drawn on a report prepared by Gage-Babcock & Associates, Inc. for the Local Agency Formation Commission of San Mateo County. The report presents detailed findings on fire hazards and fire protection throughout the County, including assessments of life and property loss potentials, available fire suppression services, fire insurance gradings and recommendations for priority improvements.

The Burlingame Fire Department contributed a useful report on local conditions, with an evaluation of priorities and a suggested fire safety improvement program. Other safety issues - flooding, drainage and water supply - were outlined in a report prepared by the Public Works Department, based on engineering records and experience.

This first Safety Element of the Burlingame General Plan highlights the more obvious and known safety hazards. Additional studies will be necessary to produce a more comprehensive and thoughtful evaluation.

SAFETY HAZARDS

FIRE

Fire hazards in Burlingame are moderate to slight. Large property loss potentials are considered to be less than the County average, with most industries of the "clean" type and only small to moderate size. Many potential problems are offset by installed automatic protection systems. Life loss potential is also below the County average, concentrated in older multi-story apartment buildings.

While the City's more serious fires are likely to occur in the industrial area, the commercial areas and the older apartment districts; a great number of smaller fires occur in single family homes. Recognizing this as a general pattern, a recent State law requires that all new dwelling units - single family homes as well as apartments and condominiums - must be protected with smoke activated fire alarm devices.

The Burlingame Fire Department has an enviable record of public service. Their role and performance has been commendable. The City Council, since Burlingame's incorporation in 1908, has placed the problem of fire protection high on its priority list. The results to date are:

1. Three well located, well equipped fire stations.
2. Fire fighting apparatus and equipment of modern design, well maintained by Fire Department mechanics.
3. Complete city coverage by a street fire alarm box system.
4. Well trained personnel, capable of efficient operation. There is also a Cadet and Auxiliary Program that assures the Department of additional personnel in major emergencies.
5. The Department participates in a County-wide Mutual Aid Program for large scale emergencies, and supplements this with Automatic Aid if required.¹
6. A well established fire prevention program is in continuous operation.

Burlingame ordinances and laws relating to fire protection and prevention are more advanced than 90% of the cities on the San Francisco Peninsula. However, for older high rise buildings

¹ Mutual Aid is a system of agreements worked out between neighboring cities to cover precise situations of mutual assistance. Automatic Aid is an automatic response by the closest fire company regardless of political boundaries or mutual aid agreements.

without sprinkler systems and buildings with extensive floor areas, City codes should be reviewed to assess the need for a greater degree of built-in fire protection. This is important for two reasons: one, increased life and property protection; and two, cost savings in Fire Department operations.

It is of interest to note that while total costs of operating a fire service have increased over the past fifteen years, measured in "current" dollars, the actual costs measured in "constant" (inflation discounted) dollars have been nearly stable. This is likely to change: amendments made by the 1974 Congress to the Federal Fair Labor Standards Act will gradually reduce firemen's allowable duty hours, and require an increase in personnel from the present average of 3.50 to between 4.20 and 5.25 to keep one fireman on duty. This highlights the need to look at the alternative of improved built-in fire protection in both new and certain older buildings rather than continuing to rely heavily on manual firefighting.

When fire does occur, an adequate supply of water is essential. Although Burlingame's water system is rated by the Insurance Service Offices as a Class 2 system, there are some concerns with it. A detailed study should be made of its capacity and its vulnerable aspects. Repair and replacement work should fit into a master water plan, with priorities clearly identified.

The City's regional water supply is also at risk. The San Francisco Water Department, which supplies Burlingame with water from an extensive system of reservoirs, has estimated that an earthquake of 6 or more on the Richter scale would so damage their equipment that water to their customer cities on the Peninsula would be shut off for an indefinite period. Burlingame would then face the problem of one day's reserve of potable water, supplemented by three minor wells that presently supply the High School. Fire fighting requirements could deplete this reserve to a negligible quantity within hours.

Hot summer weather and high winds pose another hazard: a general conflagration covering several city blocks. There have been no fires of this type anywhere in San Mateo County in recent history. But the hazard exists, and in certain circumstances could be beyond our Fire Department's ability to bring under immediate control. This hazard exists in large sections of the single family residential districts of the city where combustible roofs predominate.

A related fire hazard exists in the relatively inaccessible Mills Canyon. In dry weather a minor grass fire could possibly spread to trees and then to homes, if not brought under control quickly. The Fire Department is aware of this potential danger, and has a program to spray weed control chemicals in a pattern forming fire breaks throughout the wilderness area.

FLOODING

Large areas of the Millsdale Industrial Park lie just above the height of the average high tide on San Francisco Bay. Given a higher than average tide and strong winds, these areas are susceptible to extensive but shallow flooding. Properties recently developed in the C-4 District along Bayshore Highway have had their average grade raised and tend to form a modest "seawall." Undeveloped properties have left gaps in this system, and settlement of new fill will gradually

reduce the effectiveness of the present barrier. Benefits and costs of completing a seawall system should be prepared, together with a recommendation for the minimum acceptable elevation for future shoreline improvements.

Other sources of flooding in the industrial area are the dykes along the principal drainage channels. Water levels fluctuate with the tide and with storm runoff from the western hills. Inadequate original dyke construction levels, and some settlement, have allowed the minor hazard of local flooding to threaten a number of properties.

Good drainage during storm conditions depends on two additional factors: one, emergency pumping; and two, storm drainage and storage or ponding capacity. Present pumping capacity is modest, and lacks an adequate emergency power source. Ponding capacity is largely limited to the City's "inner lagoon," between Bayshore Freeway and Anza Pacific property. A potential additional area is the 140' wide PG&E right-of-way that runs at a low elevation through the Rollins Road industrial area.

Extensive other areas of the City would be flood prone during the once in 100 year storm.² Existing defenses would likely be overtopped with such a storm, and structures and utilities throughout the industrial district, Burlingame Grove, Villa Park and parts of the original Burlingame Land Company subdivision would be affected. No estimates are available on the likely direct costs from water damage, or the indirect costs from economic disruption.

WATER SUPPLY AND SEWAGE DISPOSAL

The immediate danger that can occur from an inadequate water supply during a fire has been mentioned already. A second principal hazard is pollution to the supply.

Burlingame buys its water from the City of San Francisco, which pipes it down from the Sierras. Treatment and the major regional reservoir system are the responsibility of San Francisco. With a local reservoir capacity approximately equivalent to only one day's needs, Burlingame's principal function is that of a distributor and retailer. Pollution, if it occurs, will most likely be from faults in the distribution system.

Many of the City's water mains are more than thirty years old, and susceptible to leaks. And while a loss of water is an annoyance, a more serious problem is the possible penetration into the system of sewage, garden fertilizers and chemicals. Modern more tightly sealed water mains, operated at higher pressure, would reduce this hazard.

² Precise limits to areas subject to a flooding hazard are not available. For this report information was abstracted from Lee and Lugo, Flood-Prone Area, U.S.G.S. Water-Resources Investigation 37-73 (Sheet 3). The City recognizes, however, that these are preliminary findings and need to be reviewed on a parcel by parcel basis before any attempt is made to implement a hazard abatement program.

Low water main pressures affect the City in another way: they restrict more intensive residential and commercial redevelopment. In a few of Burlingame's older districts, these low pressures jeopardize even those densities permitted by the present Zoning Ordinance and Map.

A third principal hazard with the City's water system is the present unavailability of alternative sources in an emergency. Should the San Francisco Water Department be unable to supply the cities of the Peninsula with water for any period, a major crisis would exist. An alternative source, if only of a temporary nature, is needed. One possible solution was considered ten years ago, when the City had access to nine capped wells. It was agreed that these wells should be refurbished and made ready for emergency supplies. However, no action has yet been taken to implement this decision.

Emergency water supplies to critical facilities also need to be assessed. For example, Peninsula Hospital has only a 15 minute water supply. The Board of Directors has discussed the sinking of two new wells, but financial constraints have prevented the implementation of the idea. Two years ago the Hospital's supply main burst and the City operated water tankers to meet their priority needs until repairs were made. This type of rescue operation could hardly be repeated during a widespread, general disaster.

The sanitary sewer system poses equally great hazards. In the older districts of town the system is largely assembled from brittle pipes with rigid joints. Unequal settlement causes leaks. More extreme settlement occurs where the trunk sewers cross Baymud to the Wastewater Treatment Plant. Misalignment could cause sufficient leakage or blockage to constitute a major public health hazard.

GEOLOGIC HAZARDS

Landslides are a non-seismic hazard in Burlingame's western hills. Many of the natural factors that promote landsliding, such as steep slopes, poorly consolidated bedrock, and occasionally heavy rainfall, are known to exist in certain areas.

Some recent land developments may have increased the natural hazards; adding structures and fill to marginally stable slopes, removing natural vegetation, improperly handling rainwater runoff or simply watering lawns on unstable slopes will increase the danger of an earth or mud slide. In general, where slopes are steepened or their moisture content increased, a higher landslide potential is created.

An area with a history of landsliding should be of special concern, as most landslide activity seems to recur within or adjacent to such zones. And within sensitive areas, the mitigation of one natural hazard can sometimes increase another. For example, chemical spraying by the Fire Department in the Mills Canyon Wildlife Area to form fire breaks may contribute to erosion, and increase the potential for landslides.

As more specifically set forth in the Seismic Safety Element, soil instability settlement, liquefaction and expansive soils - is a further hazard. However, incomplete information makes it difficult to establish the extent of the potential problem.

OTHER DISASTERS

As addressed in the City's Emergency Operations Plan, "disasters" include civil disturbances - bomb threats, sniper fire and riots - and natural emergencies. The more serious natural emergencies have been described in preceding sections of this report.

Civil disturbances are mainly a police function, with defined roles for crowd containment, bomb search and removal, emergency traffic control, and evacuation of endangered areas.

State guidelines declare this to be an optional issue in the Safety Element of a General Plan. It is not proposed that the role of law enforcement agencies and the crime prevention aspects of land use development be included in this first draft. Rather, it is the City's intention to review this topic during the coming year and to prepare findings and recommendations for inclusion in the emergency operations plan and in a future amendment of this Safety Element.

Coordination in time of emergency between City departments and other government agencies and utilities is an additional concern. Responsibility for solutions to many disasters is presently assigned to non-city agencies. For example, both PT&T and PG&E have full time engineers in their Sacramento O.E.S. offices who take charge when emergencies occur. Both companies have their own plans, are well organized and get plenty of disaster work, especially in the winter.

As a second example, the clearance of principal travel routes in emergencies is the responsibility of the California Highway Patrol. They have plans showing emergency travel routes and check points on all state highways.

The City has little impact on what the above three organizations do in time of disaster. We tell them what is wrong; they go in and take care of it. This presumes our local problems have some priority if there is a widespread disaster, and their men and equipment can be made available. Coordination with parallel City departments is also presumed.

FURTHER STUDIES

Other safety hazards which will receive further study during the coming year are:

1. Broken power transmission lines.
2. Train derailment
3. Airplane crash
4. Fuel spill
5. Fallen trees

CONCEPT OF RISK

In an attempt to give assistance to cities, the Council on Intergovernmental Relations has composed guidelines which may be used in preparing a Safety Element. A central feature of these guidelines is the concept of “acceptable risk.”

Acceptable risk is defined as the level of risk below which no specific action by local government is deemed necessary, other than making the risk known and suggesting remedial measures for the public to take if they desire on their own to lessen the risk. In more general terms, the concept means that local government must come to a conclusion concerning the efforts which should be made to reduce a certain hazard.

As a local example, fire resistant roofs are required on Burlingame’s public buildings, and in the industrial and commercial districts of the city. Apartments are also subject to the policy. But a single family house can have a roof of wood shingles. This has been considered an “acceptable risk,” one taken knowingly by the homeowner, and unlikely to jeopardize others. However, new facts, financial circumstances or Fire Department procedures may cause the Council to judge that such a roof is an “unacceptable risk,” and prohibit it by ordinance.

Flooding in the industrial area is another example. Little life loss potential exists; damage has always been limited to modest spoilage and inconvenience. Yet other cities consider any flooding to be unacceptable, and have prepared dykes and installed pumps to safeguard properties from all but a 100 year storm. The City may decide that extra expenditure on flood prevention is justifiable, and establish a capital improvement item to implement the work over a period of several years.

The many safety hazards identified in the previous section need to be reviewed within the framework of acceptable-unacceptable risk. A policy position is a necessary first step. But a necessary second step is a public commitment to: one, adopt an ordinance to limit private actions; and two, budget for the expenditure of public funds to implement the adopted policy.

IMPLEMENTATION

FIRE

- S(1): Survey older high rise buildings, and recommend ways that owners can provide a greater degree of built-in fire protection.
- S(2): Survey older buildings with extensive floor areas, and recommend ways to increase fire safety.
- S(3): Review desirability of a municipal ordinance requiring smoke activated fire alarm devices in existing buildings; determine types of building to which this should apply.
- S(4): Evaluate existing hazard of combustible roofs in the City's residential areas; if unacceptable, propose ways to reduce the degree of risk.
- S(5): Consider an education program to encourage all homeowners to install home fire detection systems. Consider an ordinance requiring all such systems installed in the city meet National Fire Protection Association standards, and requiring that all vendors and installers be required to obtain a permit before selling or installing such a system.
- S(6): Review pros and cons of more extensive Mutual Aid and Automatic Aid agreements.
- S(7): Consider establishment of a city fire service surtax on structures appreciably below present fire code standards. The assessment should be related to higher Fire Department costs needed for increased service to buildings without built-in protection.
- S(8): Develop a clearly defined Fire Protection Strategy for adoption by the City Council. The report should include: policy statements, strategic objectives and tactical means to prevent, detect and control fires.

FLOODING

- S(9): Review need for increased protection from high tides and storms on the Bay; estimate benefits and costs.
- S(10): Recommend minimum acceptable elevation for future shoreline improvements; consider means to bring older, lower sites up to this standard.
- S(11): Review dyke levels along the principal drainage channels in the industrial area; recommend minimum acceptable elevations, and prepare cost estimates for the required work.

S(12): Complete creek drainage works recommended in 1954 Jenks and Adamson report; improvements outstanding:

- (a) Easton Creek near Easton Drive and Canyon Road
- (b) Ralston Creek near 1400 Floribunda Avenue
- (c) Ralston Creek in 1400 block Bellevue Avenue
- (d) Ralston Creek near 411 El Camino Real
- (e) Burlingame Creek in 200 block Primrose Road

S(12): Increase the City's emergency pumping ability with an independent power source; review need for additional pumps.

S(13): Affirm general policy to maintain PG&E right-of-way as emergency ponding reservoir; consider ordinance to prohibit development incompatible with this policy.

S(14): Prepare qualitative evaluation of ponding capacity of City's "inner lagoon".

S(15): Review impact of 100 year flood on Burlingame; consider preparation of plan and estimated cost of improvements to protect property with recommendations to meet situation and satisfy recent Federal requirements.

WATER SUPPLY AND SEWAGE DISPOSAL

S(17): Prepare detailed study of City's existing water circulation system; establish trouble points and recommend priorities for any immediate work required.*

S(18): Review desirability of connections with the cities of Millbrae and San Mateo for emergency supply. Consider wells and alternative sources to temporarily replace City of San Francisco water.

S(19): Evaluate hazard from failure of the City's two water reservoirs, and the need for emergency power supply for system's two water pumping stations; review need for additional pumping capacity.

S(20): Reassess hazards from pollution and infiltration of toxic substances into the water supply; recommend ways to reduce these hazards.

S(21): Evaluate compatibility of densities and maximum height limits presently allowed by the Zoning Ordinance with water system capacities.*

S(22): Review sewerage system capacity and condition; establish trouble points and recommend priorities for improvements.

*A consulting engineering study is in progress, and a report will be obtained in 1975-76.

GEOLOGIC HAZARDS

S(23): Collect and analyze further information on:

- (a) Alluvium and baymud hazards
- (b) Liquefaction hazard
- (c) Landslide and mudslide hazards

OTHER DISASTERS

S(24): Prepare a report on safety hazards from potential civil disturbances - bomb threats, sniper fire and riots. Assess planned City response.

S(25): Investigate the concept of “defensible space;” prepare recommendations for Zoning Ordinance amendments to encourage crime prevention.

S(26): Review and update the City’s Emergency Operations Plan.

FURTHER STUDIES

S(27): Evaluate present procedures to repair broken power transmission lines; review possible improvements under widespread disaster conditions.

S(28): Review Fire Department and medical aid response to a train derailment or airplane crash within a residential district of the city.

S(29): Assess the life loss and property loss hazards from a fuel or chemical spill on city streets; if the hazards are unacceptable, propose ways to reduce them.

S(30): Evaluate the hazard from older, larger trees under storm conditions.

NEGATIVE DECLARATION

The City of Burlingame does not have an adopted Safety Element of the General Plan. The adoption of this element will, of its self, impose no environmental impact on the City or its surroundings. The existence of the Safety Element of the General Plan, as opposed to no such element, will provide guidelines for the enhancement of public safety, the reduction of risks to acceptable levels, the improvement of response capability in a major disaster or emergency, and the upgrading of codes and regulations to protect lives and property throughout Burlingame.

SCENIC ROADS AND HIGHWAYS ELEMENT

Adopted by the City Council
Resolution 68-75
September 15, 1975

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INTRODUCTION

PURPOSE

The Scenic Roads and Highways Element is intended to provide for the protection and preservation of attractive views from scenic routes for the enjoyment of the public and to enhance the scenic qualities of Burlingame. The element, consisting of text and a map, is a guide for actions needed to carry out this purpose.

The policy objectives for maintaining scenic roads and highways are:

SR(A): To retain a system of arterials and local roads that are beautiful and useful to local residents.

SR(B): To harmonize roads and highways with adjacent land use and roadside development.

SR(C): To enhance the traveler's "view from the road."

LEGAL BASIS FOR THE SCENIC ROADS ELEMENT

1. State Planning Law

California Government Code Section 65302(h) requires a Scenic Highways Element as part of a comprehensive long-term general plan for the physical development of the county or city and of any lands outside its boundary which may bear some relation to the planning. The code requirement is as follows:

"The plan shall include a 'Scenic Highway Element for the development, establishment, and protection of scenic highways pursuant to the provisions of Article 2.5 (commencing with Section 260) of Chapter 2 of Division I of the Streets and Highways Code.'"

In Section 260 of the Streets & Highways Code the intent of the Legislature is expressed as:

"... in designating certain portions of the state highway system as State scenic highways to establish the State's responsibility for the protection and enhancement of California's natural scenic beauty by identifying those portions of the State highway system which, together with the adjacent scenic corridors, require special scenic conservation treatment. It is further declared to be the intent of the Legislature in designating such scenic highways to assign responsibility for the development of such scenic highways and for the establishment and application of specific planning and design standards and procedures appropriate thereto and to indicate, in broad statement terms, the

location and extent of routes and areas requiring continuing and careful coordination of planning, design, construction, and regulation of land use and development, by State and local agencies as appropriate, to protect the social and economic values provided by the State's scenic resources."

Section 263 of the Code includes Route 280 from Route 17 in Santa Clara County to Route 80 near First Street in San Francisco as a portion of the State Scenic Highway System. Furthermore, Section 154 of the Code provides that the State Department of Transportation shall encourage the development of County Scenic Highways when such county highways meet prescribed standards for official scenic highways. When properly approved as County Scenic Highways these routes may be included on maps and other publications. As of this time the County of San Mateo is preparing a Scenic Roads Element of the San Mateo County General Plan.

2. CIR Guidelines

The Legislature in 1972 directed the Council on Intergovernmental Relations to draft advisory guidelines for General Plan Elements. These guidelines indicate the Scenic Highways Element is the initial step leading toward official designation as a scenic highway.

Consideration may be given to special features such as city entrances, bayfront arterials and important natural or landscaped and beautified arterials. Inclusion of bike paths within a scenic highway corridor may also be considered.

The guidelines suggest identification of scenic corridors, policies and programs to enhance and protect them.

SCOPE AND NATURE

The primary emphasis of the Scenic Roads and Highways Element is on the designation of State Highway Routes as "scenic" routes. The County of San Mateo Scenic Road Element recognizes the importance of a system of scenic roads throughout both rural and urban areas. There are many other scenic roads within the City of Burlingame and surrounding areas that offer pleasant visual experiences. All scenic routes merit protection.

RELATIONSHIP TO OTHER ELEMENTS

The Scenic Roads and Highways Element relates directly to the Open Space and the Circulation Element and indirectly to the Land Use Element. It is also related to urban design, beautification, landscaping, street trees and review of signs and buildings.

BACKGROUND

AREA COVERED

The Scenic Roads and Highways Element of the Burlingame General Plan extends beyond the city limits to include adjacent unincorporated territories. The Junipero Serra Freeway, Route 280, which is located within the San Francisco PUC Watershed lands is immediately adjacent to the Burlingame City limits at Skyline Boulevard and Trousdale Drive. Burlingame is a portion of the scenic corridor along the crest of hills west of the urbanized area. This corridor includes Route 280 and Skyline Boulevard, the two lane scenic highway which preceded the freeway.

DEFINITION OF TERMS

Scenic Corridor: The visible land area outside the highway right-of-way and generally described as “the view from the road.”

Official State Scenic Highway and Official County Scenic Highway: Scenic highways officially designated by the Scenic Highways Advisory Committee after application from local jurisdictions and only if on list of eligible highways found in Section 263 of the Streets and Highways Code.

Rural Designated Scenic Highway: A route that traverses a defined corridor within which natural scenic resources and aesthetic values are protected and enhanced.

Urban Designated Scenic Highway: A route that traverses a defined visual corridor which offers an unhindered view of attractive urban scenes.

Scenic Connector: A segment of a scenic route where abutting properties are commercially or industrially zoned.

INFORMATION SOURCES

- State Standards for scenic corridor protection: “The Scenic Route -A Guide for the Official Designation of Eligible Scenic Highways”.
- State Guidelines for scenic highways in urban areas.
- Scenic Roads Element of the San Mateo County General Plan.
- Resource Management District Regulations of the County Zoning Ordinance and applicable development review criteria.
- General Plan for City of Burlingame and Open Space Element.

SCENIC ROADS AND HIGHWAYS IN BURLINGAME

STATE SCENIC HIGHWAY MASTER PLAN DESIGNATED ROUTES

Interstate Highway 280 traverses the western edge of the Burlingame Planning area. Because of its location in the established City and County of San Francisco Watershed, these lands are designated as permanent open space. The corridor for this freeway is proposed as an Official State Scenic Highway. In Burlingame only residential and public uses will be permitted to abut the Watershed.

COUNTY OF SAN MATEO SCENIC ROADWAY

Skyline Boulevard has been designated as an Official State Scenic Highway south from the Half Moon Bay Road, Route 92. The link along Route 92 down to Crystal Springs Lakes and the portion of Skyline Boulevard that extends north from Route 92 to Black Mountain Road might also be designated a Scenic Roadway. From Black Mountain Road north to Trousdale there is a frontage road that includes portions of the route that was previously Skyline Boulevard.

There is one County Scenic Road that permits a loop trip through the City of Burlingame. It is designated on the map. The route follows Skyline Boulevard to Canyon Road, down a narrow winding county road to Easton Drive and via Easton Drive to El Camino Real; then southeasterly out of Burlingame into the City of San Mateo to Crystal Springs Road; and then return to Skyline Boulevard via Crystal Springs Road.

El Camino Real from Easton Drive to Murchison Drive and Skyline Boulevard from Canyon Road to Trousdale deserve the same consideration and protection as other county scenic roads.

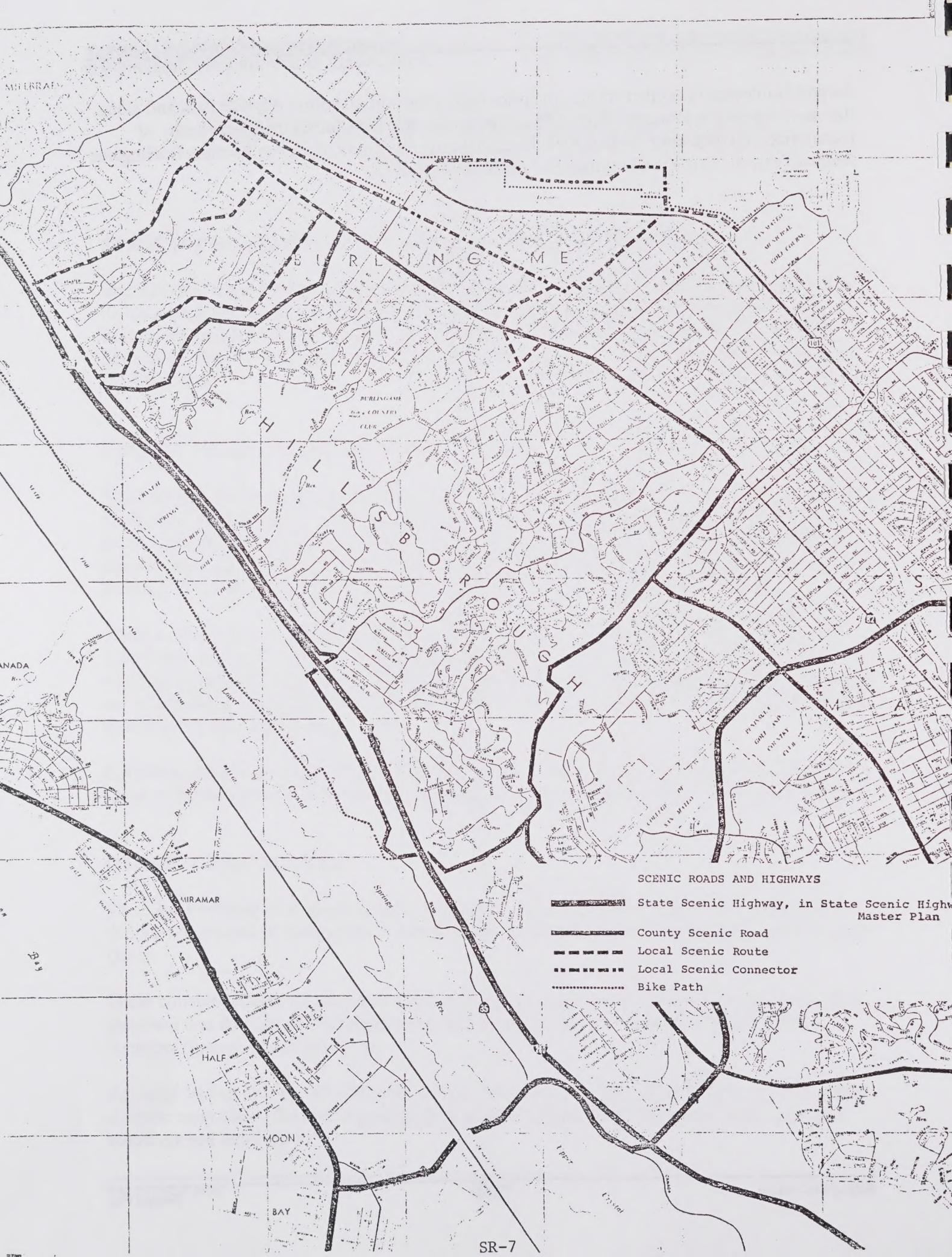
OTHER SCENIC ROUTES

There are a number of alternate scenic roads between Skyline Boulevard and El Camino Real that have segments in Burlingame: Chateau Drive, Ralston Avenue, Hillside Drive and Trousdale Drive.

These collector streets are shown as arterials in the adopted Part III General Plan Diagram. It is proposed that the City of Burlingame protect the visual quality of these local roads and the corridors through which they pass.

Actually the last four blocks of Trousdale from Sequoia Drive to California Drive may be called a scenic connector. The abutting property is zoned commercial and it is improved with office buildings and retail stores.

Airport Boulevard is another scenic connector except the portion within Bayside Park and along the shoreline of San Francisco Bay. Other local streets that have scenic qualities worthy of recognition and protection include Occidental Avenue, Ray Drive, Bellevue Avenue, Burlingame Avenue (east of Myrtle) and segments of California Drive.



SCENIC ROADS AND HIGHWAYS

- State Scenic Highway, in State Scenic Highway Master Plan
- County Scenic Road
- Local Scenic Route
- Local Scenic Connector
- Bike Path



SCENIC ROADS AND HIGHWAYS

- State Scenic Highway, in State Scenic Highways Master Plan
- County Scenic Road
- Local Scenic Route
- Local Scenic Connector
- Bike Path

CITY OF BURLINGAME

SAN MATEO COUNTY

CALIFORNIA

REVISED: JANUARY, 1972

GRAPHIC SCALE

PROPOSED SCENIC
ROAD SYSTEM

PLANNING DEPARTMENT



PACIFIC

OCEAN

- PROPOSED COUNTY SCENIC ROADS
- - - IN STATE SCENIC HIGHWAYS MASTER PLAN
- OFFICIALLY DESIGNATED STATE SCENIC HIGHWAY

ACTION/IMPLEMENTATION GUIDELINES

SCENIC HIGHWAYS

- SR(1): The City of Burlingame recommends that Interstate Highway 280 be designated as a State Scenic Highway, because of the beauty of the countryside through which it passes, and because of the relative sensitivity and skillfulness of its design.
- SR(2): El Camino Real, state highway Route 82, is a scenic highway where views from the road are contained. The Burlingame portion of this historic road is lined with huge elm and eucalyptus trees that form a tunnel of foliage. These heritage trees give Burlingame a distinctive image. The segments of El Camino Real where abutting property is zoned first commercial are defined as scenic connectors. Commercial buildings and signs along El Camino Real should receive design review and satisfy all municipal codes. Trim abutting properties along the road provide a scenic character and add to the Burlingame image.
- SR(3): Except where traffic hazards might be created, median strips, traffic islands, and excess highway rights-of-way should be landscaped.

SCENIC ROADS

- SR(4): The County of San Mateo proposes the loop via Skyline Boulevard, Canyon Road, Easton Drive, El Camino Real and Crystal Springs Road back to Skyline Boulevard be designated a County Scenic Roadway and part of the proposed Scenic Road System.
- SR(5): Explore fully all practicable regulatory approaches intended to protect views along scenic highways and Burlingame's scenic routes.
- SR(6): Consider a program to provide appropriate identification for Burlingame's scenic routes: highways and roads for motorists; routes, lanes and separate paths for bicyclists.

ENHANCEMENT

- SR(7): Utility lines should be undergrounded wherever possible; and sensitively sited where placement must be aboveground.
- SR(8): Plant materials should be used to screen or hide objectionable views.
- SR(9): A design study should be prepared to include a San Francisco Bay viewscape plan for Airport Boulevard from Broadway to Coyote Point Drive.

SR(10):An integrated plan for hiking, riding and bike trails should be coordinated with the scenic road system. Plan for separate bike paths to be constructed along scenic road and highway routes whenever and wherever economically feasible, reasonable and practical.

SR(11):Previously adopted General Plan Elements express as public policy the other actions needed to help carry out this Scenic Roads and Highways Element.

NEGATIVE DECLARATION

The City of Burlingame does not have an adopted Scenic Highways Element of the General Plan. The adoption of this element will, of its self, have no environmental impact on the City or its surroundings. Adoption of the Scenic Roads and Highways Element of the General Plan will provide policies and guidelines for protecting attractive views from scenic highways and scenic routes in and adjacent to the City of Burlingame.

NOISE ELEMENT

Adopted by City Council

Resolution 69-75

September 15, 1975

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INTRODUCTION

LEGAL BASIS AND GENERAL OBJECTIVES

California State Government Code Section 65302(g) requires a Noise Element of all city and county general plans. This code section requires that the Noise Element be expressed in quantitative terms, showing contours of present and projected noise levels associated with all existing and proposed major transportation elements. The sources of environmental noise considered in this analysis shall include, but are not limited to, the following: (i) highways and freeways, (ii) primary arterials and major local streets, (iii) passenger and freight on-line railroad operations and ground rapid transit systems, (iv) commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all, other ground facilities and maintenance functions related to airport operation, (v) local industrial plants, including, but not limited to, railroad classification yards, and (vi) other ground stationary noise sources identified by local agencies as contributing to the community noise environment.

The scope and nature of Noise Elements are outlined as follows by the California Council on Intergovernmental Relations.

1. A statement of general policy indicating the local jurisdiction's general intentions regarding noise and noise sources in the community.
2. Desired maximum noise levels by land use categories.
3. Standards and criteria for noise emissions from transportation facilities. (It should be noted that control of some noise sources has been pre-empted by State and Federal governments.)
4. Standards and criteria for compatible noise levels for local 'fixed point' noise sources.
5. Guide to implementation.
6. Appendix describing methodology of preparation and sources of data.

The three main purposes of the Burlingame Noise Element deal with noise control in planning, surveillance and enforcement actions. With regard to planning, the objective of the Noise Element is to present noise level criteria which future planning, zoning and building inspection processes can utilize to promote maximum compatibility of land uses and activities. With regard to surveillance, the Noise Element should determine the present noise climate in Burlingame, predict the noise climate for 1990, and determine what surveillance (monitoring) is necessary to assure that noise levels do not increase. Additional surveillance may be needed with regard to specialized noise sources such as the San Francisco International Airport. With regard to enforcement, the Noise Element should determine which enforcement programs are best suited to

the City of Burlingame; that is, where Burlingame should apply its police powers to have the most beneficial impact on its noise climate.

The Noise Element begins with a background section which is followed by a description and analysis of existing and future acoustic conditions in the City; a measurement program was conducted to quantify the existing noise climate. This description is followed by the Planning Criteria Emissions Section which sets forth suggested planning criteria and standards. The Noise Abatement and Control Section follows with a description of a wide range of noise abatement and control programs available to the City. Finally, the Implementation Section recommends goals, policies and implementation programs thought appropriate for Burlingame considering its present and future noise climate, its General Plan and its citizen interests.

SUMMARY OF FINDINGS

The City of Burlingame is highly impacted by noise from five major traffic arteries - Bayshore Freeway, Southern Pacific Railroad, California Drive, El Camino Real and the Junipero Serra Freeway. While airport noise most acutely impacts industrial and commercial land uses, it also affects residential areas adversely. During worst case months in the winter and early spring, airport noise severely impacts many residential areas. Residential and public facilities (schools, parks, hospitals) land uses adjacent to the City's major traffic arteries are highly impacted by noise with the area adjacent to Bayshore Freeway being impacted to the greatest degree. Noise in these areas immediately adjacent to the arterials is unacceptable from both a hearing conservation and land use compatibility standpoint. Noise levels in commercial areas are generally acceptable except in those areas immediately adjacent to major traffic arteries. Noise levels in industrial areas are generally acceptable.

MAJOR RECOMMENDATIONS

In order to attain acceptable noise levels in the future, the following programs are recommended.

1. **Administrative Review Process** - Existing City processes involved with environmental impact review and building plan check, permit and inspection should be altered to include specific noise level planning criteria. Proposed new construction projects and major remodeling projects should be required to conform to specific noise provisions of the State Housing Act; this will require acoustical analysis in many cases.
2. **Airport Noise Surveillance Program** - A two to three year monitoring program is recommended to record especially the worst case noise in Burlingame from the airport. This program would specifically monitor the noise caused by aircraft flights over Burlingame during adverse weather conditions.

3. **Vehicle Noise Emission Standards Enforcement** - An enforcement program should be undertaken to assure that State vehicle noise emission standards are being met by motor vehicles on Burlingame's streets.
4. **Municipal Vehicle and Maintenance Operations Control, Educational Campaign, Noise Ordinance, and Bayshore Freeway Noise Attenuation Study** - are other programs recommended in the Noise Element; it is recommended that any domestic animal noise ordinance program be deferred until San Francisco's recent experience with such a program can be monitored and assessed.

BACKGROUND

AREA COVERED

The City of Burlingame is located in northern San Mateo County approximately 16 miles southeast of San Francisco. The City's close proximity to San Francisco and its airport together with the fact that many of its residential buildings are more than 40 years old or predate the airport has brought pressures for increased density in many parts of the City and for commercial development along the waterfront near the airport. In future years, some parts of the City will be developed for the first time and other parts of the City will be redeveloped at higher densities. This Noise Element of the General Plan will help to assure that future development will be carried out so as to promote a quieter Burlingame. The entire City was monitored to determine its present noise climate. Measurement sites covered (i) all of the major sources of noise in Burlingame - motor vehicles, aircraft and stationary sources, e.g. car washes, (ii) all of the receptor land uses of noise - residential and public facility (parks, hospitals, schools) land uses, commercial land uses, and industrial land uses.

FACTORS CONSIDERED

The Community Noise Equivalent Level (CNEL) measurement descriptor was chosen most appropriate to the City of Burlingame; this technique weights (or penalizes) evening (1900-2200) and nighttime (2200-0700) noise more heavily than daytime (0700-1900) noise to account for the greater annoyance caused by noise during these periods. In addition to accounting for the diurnal variation of noise, the choice of this CNEL descriptor also permits comparison with airport CNEL contours developed by the San Francisco International Airport. Other factors taken in account in the production of the CNEL contours are vehicle volume and mix (day, evening and night), average speed, pavement width, vehicle flow characteristics, and topography. The effect of buildings as noise barriers was not taken into account in contour production. Development of the planning criteria and implementation sections of the Noise Element involved consideration of many factors - the Burlingame General Plan, citizen interests (as indicated by the Burlingame Noise Questionnaire), present and future acoustic conditions, and current governmental rulings and information on noise-related matters. A bibliography on sources of information relating to the various aspects of noise is provided in Appendix 8, Part A.

EXISTING AND PROJECTED ACOUSTIC CONDITIONS

In order to arrive at city-wide goals and determine acceptable land uses which will provide a pleasing acoustic environment for members of the community, it is necessary to identify present acoustic conditions and to attain some knowledge of probable future conditions. This was achieved by taking actual measurements of ambient noise in Burlingame and by the application of a noise propagation model to predict the noise climate for the years 1975 and 1990. A more complete description of the methodology used is given in Appendix 8, Technical Part A, although a brief description is included in the two following sections.

EXISTING ACOUSTIC CONDITIONS

In order to determine the existing Community Noise Equivalent Level (CNEL) in Burlingame and to characterize spatial and temporal variations, 52 sound level measurements were made. Measurements were made during rush hour, midday, evening and night and on both weekday and weekend. The Community Noise Equivalent Level is expressed in decibels on the A-weighting scale (dBA) and weights evening noise (1900-2200) three times as much as daytime noise (0700-1900) and nighttime noise ten times as much as daytime noise. Thus, this weighting of evening and nighttime noise purposely causes CNELs to appear higher than actual evening and nighttime measurements are; this is done to account for increased annoyance and activity interference caused by noise during the evening and nighttime periods. The measurement sites were chosen so as to represent a variety of land uses and zoning types, including residential, commercial, industrial, school, hospital, parks and open space areas; 15-minute samples were collected.

The sound level acquisition system used was a Bruel and Kjaer Model 166B/S45 Environmental Noise Classifier. This noise monitoring instrument registers the time during which noise was measured in 12 different noise level ranges as well as the total time of the monitoring sample. The output is a digital readout which is recorded manually in the field. Concurrent observations of meteorology, traffic and noise source characteristics were made. The instrument was calibrated before each sampling period.

The A-weighting network was used for all measurements. This network modifies sounds in the same way as the human ear does, and noise measured on this scale (the dBA scale) correlates well with human annoyance. The dBA unit is the one most commonly used in describing all types of community noise sources. In addition, most laws and ordinances pertaining to noise from highway and stationary sources are expressed in terms of dBA. Table 3-1 shows typical dBA levels for common noise sources.

The 52 samples, each of 15 minute duration, were taken at 36 different locations in Burlingame; 15 minutes is considered to be a sufficient time period for a statistically valid representation of both constant noise and noise sources such as traffic streams. Total traffic volume and truck counts were noted, as well as vehicle speed estimates. The measurement sites are shown graphically in Figure 3-1.

To obtain estimated CNEL values for all of the measurement locations, five locations were chosen as representative of the various noise sub-climates in the City and the different land uses upon which they occur; the location of these sites is also indicated on Figure 3-1. For industrial land uses, the representative measurement site chosen was along Bayshore Highway between Malcolm and Mitten streets. This site was chosen for three purposes: (i) it is representative of industrial land use noise, (ii) it is representative of airport-generated noise which impinges on the majority of time industrially zoned area of Burlingame, and (iii) it is an area which the Burlingame General Plan indicates for future development as waterfront commercial. For commercial land uses, the representative measurement site chosen was along El Camino immediately west of its intersection with Primrose and Bayswater. This site was chosen (i) because of its location near El Camino Real - representative of the many well-traveled streets which traverse all commercial areas in the City, (ii) because of its close proximity to the downtown commercial area and the traffic entering and exiting this area.

TABLE 3-1: TYPICAL SOUND LEVELS FOR COMMON NOISE SOURCES IN dBA

Overall Quality	dBA	Outdoor	Indoor
Uncomfortably loud	130	50-horsepower siren at 100 feet	-
	120	Jet take-off at 200 feet	-
	110	-	Rock-n-Roll Band
Very loud	100	Jet flyover at 1000 feet, power mower	Newspaper Press
	90	Motorcycle at 25 feet	Food blender
Moderately loud	80	High urban ambient sound; passenger car, 65 miles per hour at 25 feet	Garbage disposal, clothes washer
	70	-	TV audio, vacuum cleaner
	60	Air conditioner at 20 feet	Electric typewriter, conversation
Quiet	50	Light traffic and 100 feet	Average residence
	40	Bird calls, lower limit urban ambient sound	-
Very quiet	30	-	Soft whisper
Just audible	20	-	Television studio, leaves rustling
	10	-	-
Threshold of hearing	0	-	-



Figure 3-1.
Noise Measurement Sites

TABLE 3-2. CNEL NOISE MEASUREMENTS AT FIVE LOCATIONS REPRESENTATIVE OF BURLINGAME'S NOISE SUB-CLIMATES

Site Measurement No.	Site Description	$L_{\text{day}}/L_{\text{evening}}/L_{\text{night}}$	Computed CNEL
10 24 45	Airport Industrial - Old Bayshore Highway between Malcolm and Mitten	L_d - 68.4 L_e - 68.4 L_n - 65.4	73
33 12 15	Arterial Commercial - El Camino Real West of Primrose	L_d - 68.2 L_e - 68 L_n - 65.9	73
35 27 14	Quietest Residential - Devereux Dr. south of Balboa at Abraham Lincoln School	L_d - 58.8 L_e - 47.2 L_n - 54.7	62
28 46 47	Airport Residential - Trousdale Drive north of Sebastian	L_d - 63.2 L_e - 59.5 L_n - 60.7	68
20 25 48	Freeway Residential - Bayshore Blvd. At its intersection with Trenton and Dwight	L_d - 73.4 L_e - 73.7 L_n - 70.0	76

Note: L_{day} (L_d), L_{evening} (L_e), and L_{night} (L_n) are $L_{\text{equivalent}}$ (L_{eq}) measurements taken during the day (07000-1900), evening (1900-2200) and nighttime (2200-0700) periods.

As residential land uses are the most sensitive land uses with regard to noise intrusion, three separate measurement sites were chosen to represent different residential areas. Noise intrusion into residential areas of Burlingame takes three forms - little outside intrusion, intrusion from Bayshore Freeway--from traffic arterials, and from aircraft noise. Along Rollins Road adjacent to Bayshore Freeway, a measurement site was chosen at its intersection with Dwight Road and Trenton Way. This is the residential area in Burlingame which is most affected by freeway noise. Along Trousdale Drive, a measurement site was chosen north of Sebastian Drive in order to represent residential areas in Burlingame affected by airport noise; this site is located within the 65 CNEL contour in the Airport Land Use Commission's adopted Interim Airport Land Use Plan. It should be noted that this area is not located within the 65 CNEL contour in the latest EIAR published by the San Francisco International Airport. A third measurement site was chosen on Devereux Drive near its intersection with Balboa Avenue. This measurement was taken at Abraham Lincoln School and is representative of those residential areas which are not affected by noise generated outside the area - that is, by noise on an arterial street such as El- Camino Real, Peninsula Avenue, etc.

Table 3-2(see previous page N-8) presents the results of the actual CNEL measurements taken at these five representative sites. The computed CNEL values on this table illustrate the range of noise levels found near various roadways and other noise sources. The CNEL levels are related to land use and Federally recommended levels in the Planning Criteria and Noise Emissions Section of this report. To summarize, the freeway residential area is presently at an exterior noise level which the U.S. Environmental Protection Agency (EPA) considers harmful to health. The industrial and commercial area are not substantially quieter. Only the quietest residential noise levels measured are presently within CNEL levels recommended for single family living. Utilizing the L evening and L night values from these representative measurement sites, the CNEL was estimated for the remainder of the sites which were monitored during the day. Table 3-3 presents the results of all the 15 minute roadway noise measurements, including the day, evening, or night average noise level (Ld, Le, Ln) for the period measured, the L-10 and the estimated CNEL.

The 52 measurements just described were next utilized to validate a computer model; the validated model then was used to predict noise propagation.

Basic input information for the model was made up of ground transportation and roadway characteristics such as Average Daily Traffic (ADT), vehicle mix or percent of trucks, roadway width and number of travel lanes. The output from the computer run of this model was translated onto a zoning map of Burlingame in the form of noise impacted areas or contours. This map of present acoustic conditions in Burlingame is included here as Figure 3-5.

In order to make Figure 3-5 more meaningful, a discussion of Burlingame's major noise sources and their relative contribution to the City's noise climate is also presented. The City's major sources of noise are automobile, truck and motorcycle traffic, airport related takeoff, landing and ground operations, and railroad traffic.

Existing Automobile, Truck and Motorcycle Noise

In Burlingame, automobile, truck and motorcycle traffic noise affects more land area to a greater degree (higher noise level) than does aircraft noise. Figure 3-2 indicates the Average Annual Daily Traffic (ADT) on the highways and well-traveled streets in the City. Many properties of noise cause the traffic on these highways and streets to affect the areas through which they pass. The number of heavy-duty trucks relative to the total traffic volume (truck mix) is very important with regard to noise propagation, since trucks, especially diesels, are generally considerably noisier than cars. Truck noise is also emitted at a greater height (for both tires and engine noise) than is car noise and is therefore more difficult to abate. Truck mix on Burlingame's streets and highways is typical of the Bay Area; it varies from two percent in residential areas to eight percent on Bayshore Freeway to twelve percent on Rollins Road in Burlingame's industrial area.

TABLE 3.3: RESULTS OF 15-MINUTE ROADWAY NOISE MEASUREMENTS
INCLUDING ESTIMATED CNEL.

Site Measurement Number	Site Description: Land Use	L _{day} L _{evening} L _{night}	Measured L ₁₀	Estimated CNEL	Time of Measurement
1	Adrian Road east of Adrian: Industrial	67.2	72.5	72	3:55-4:10 p.m.
2	California between Douglas and Bellevue Commercial	67.9	71.8	73	3:48-4:03 p.m.
3	Howard Avenue at Washington School: Public Facility/Residential	64.1	68.2	64	4:20-4:35 p.m.
4	Rollins Road between Mills Creek and Railroad tracks: Industrial	67.1	72	73	3:30-3:45 p.m.
5	Hillside Drive west of Adeline: Residential	60.9	64.1	62	9:50-10:05 a.m.
6	Hillside Drive between Bernal and Drake: Residential	61.9	66.3	63	9:17-9:32 a.m.
7	Occidental Avenue between Howard and Barroilet: Residential	62.1	65.4	63	11:12-11:27 a.m.
8	Airport Boulevard - east end: vacant commercial	63.3	66.3	72	11:55 a.m. 12:10 p.m.
9	Skyline Boulevard between Margarita and Riviera: Residential	62.9	67.3	63	10:20-10:35 a.m.
10	Old Bayshore Highway between Malcolm and Mitten Industrial	68.4	72.4	73	1:50-2:05 p.m.
11	Peninsula Avenue between Anrundel and Bloomfield: Residential	66.4	70.7	65	12:30-12:45 p.m.
12	El Camino Real West of Primrose: Commercial	68*	70*	73	9:11-9:26 p.m.
13	Devereux Drive south of Balboa at Abraham Lincoln School: Public Facility, Residential	55.7*	58.4*	62	9:45-10:00 p.m.
14	same as number 13	54.7*	57.4**	62	10:35- 10:50 p.m.
15	El Camino Real west of Primrose: Commercial	65.9*	68.9**	73	11:10-11:25 p.m.
16	Airport Boulevard - eastern end; Vacant Commercial	69.7	70.4	73	12:17-12:32 p.m.
17	Adrian Road: Industrial	72.6	74	74	1:12-1:27 p.m.
18	Rollins Road between Mills Creek and the rail road: Industrial	72.5	73.8	74	1:42-1:57 p.m.

Site Measurement Number	Site Description: Land Use	^L day ^L evening ^L night	Measured ^L 10	Estimated CNEL	Time of Measurement
19	Grove Avenue at Collidge Community Center: Residential	61.8	65.8	63	2:15-2:30 p.m.
20	Bayshore Boulevard at its intersection with Dwight and Trenton: Residential	73.4	75.8	76	2:53-3:08 p.m.
21	Primrose Avenue and Bellevue at City Hall: Commercial	59.6	63.2	62	3:30-3:45 p.m.
22	Carolan Avenue east of Cadillac Way: Industrial	73.2	75.9	74	4:55-5:10 p.m.
23	El Camino Real east of Forest View: Residential	70.5	73.6	73	5:25-5:40 p.m.
24	Airport Boulevard behind Chinese Cuisine: Vacant Commercial	52	55.4	73	6:10-6:25 p.m.
25	Bayshore Boulevard at its Intersection with Dwight and Trenton: Residential	73.7*	75.3*	76	8:45-9:00 p.m.
26	Old Bayshore Highway between Malcolm and Mitten: Industrial	68.4*	71.3*	73	9:30-9:45 p.m.
27	Devereux Drive south of Balboa at Abraham Lincoln School: Public Facility/residential	47.2*	52*	62	9:50-10:05 p.m.
28	Trousdale Drive south of Sebastian: Residential	63.2	67.3	68	2:21-2:36 p.m.
29	Granada Drive east of Riviera Drive - SFO Airport Monitoring Station: Residential	52.7	54.9	61	1:45-2:00 p.m.
30	Mills Canyon Park - dirt road off La Mesa Court: Open Space	48.3	52.0	61	1:17-1:32 p.m.
31	Sisters of Mercy School - Adeline Drive south of school entrance: Residential	58.3	60.0	62	12:45-1:00 p.m.
32	Occidental Drive between Howard and Barroilhet: Residential	58.4	63.0	62	12:15-12:30 p.m.
33	El Camino Real west of Primrose: Commercial	68.2	70.0	73	11:47 a.m. 12:02 p.m.
34	Oak Grove Avenue between Carolan and Chatham at Burlingame High School: Public Facility	59.8	63.5	62	11:17-11:32 a.m.
35	Devereux Drive South of Balboa at Abraham Lincoln School: Public Facility/residential	58.8	63.2	62	11:35-11:50 a.m.

Site Measurement Number	Site Description: Land Use	L _{day} L _{evening} L _{night}	Measured L ₁₀	Estimated CNEL	Time of Measurement
36	Broadway cul-de-sac at Roosevelt School: Public Facility/residential	61.0	65.7	63	11:04-11:19 a.m.
37	Bayswater Avenue between Channing and Stanley: Residential	56.9	57.4	62	10:26-10:41 a.m.
38	Bayswater Avenue between Lorton and Highland: Commercial	58.2	60.0	62	9:55-10:10 a.m.
39	Old Bayshore Highway between Millbrae Avenue and Cowan: Industrial	73.9	76.3	75	5:09-5:24 p.m.
40	Gilbreth Road between Malcolm and Stanley: Industrial	75.6	76.9	75	5:41-5:56 p.m.
41	Trousdale Drive west of Quesada: Public facility/residential	65.5	69.0	65	6:18-6:33 p.m.
42	El Camino Real at Peninsula Hospital: Public Facility	68.7	72.8	69	10:20-10:35 p.m.
43	Murcheson south of Magnolia: Commercial	71	70	72	9:45-10:00 p.m.
44	Adeline Drive above Mills Canyon: Residential	62.9	67.8	63	9:10-9:25 p.m.
45	Old Bayshore Highway between Malcolm and Mitten: Industrial	65.4**	69.1*	73	10:40-10:55 p.m.
46	Trousdale Drive south of Sebastian: Residential	59.5*	63.6*	68	9:45- 10:00 p.m.
47	Trousdale Drive South of Sebastian: Residential	60.7**	64.1**	68	10:10-10:25 p.m.
48	Rollins Road at its intersection with Dwight and Trenton: Residential	70**	71.9**	76	11:05-11:20 p.m.
49	Broadway between Carolan and Bayshore Freeway: Industrial	75.8	79.3	78	4:20-4:35 p.m.
50	Burlingame Avenue south of Lorton: Commercial	66.2	69.6	72	4:00-4:15 p.m.
51	Broadway between California and El Camino: Commercial	68.4	70	73	10:43-10:58 a.m. Saturday
52	California Drive between Oxford and Cambridge: Commercial	71.4	73.3	74	11:15-11:30 a.m. Saturday

Notes: L_{day} (L_d), L_{evening} (L_e) and L_{night} (L_n) are L_{equivalent} (L_{eq}) measurements taken during the day (0700-1900), evening (1900-2200), and nighttime (2200-0700) periods. L_{evening} measurements are indicated by one asterisk (*); L_{night} measurements are indicated by two asterisks (**); L_{day} measurements have no asterisks.

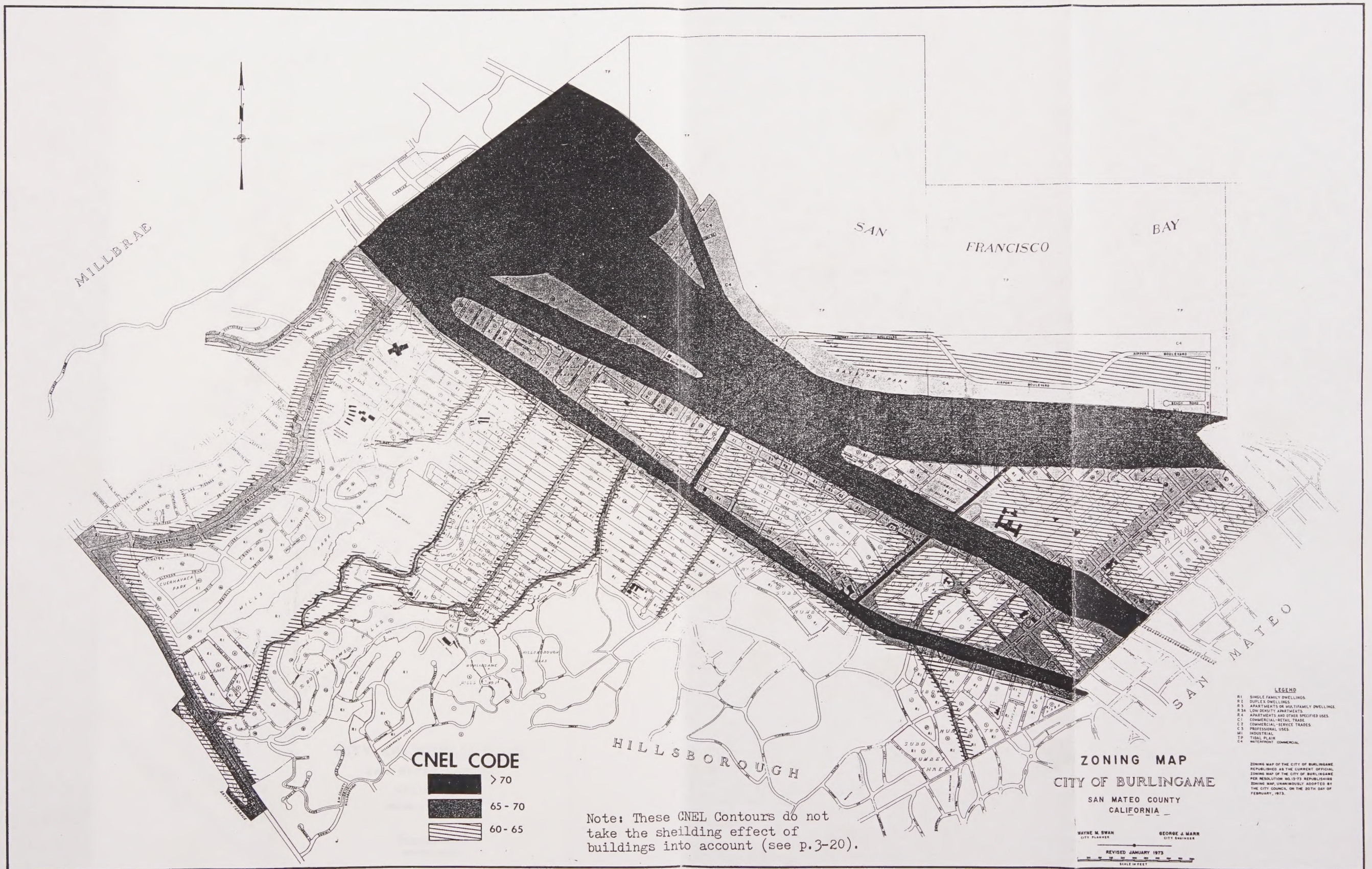


Figure 3.5.
 1975 CNEL Contours

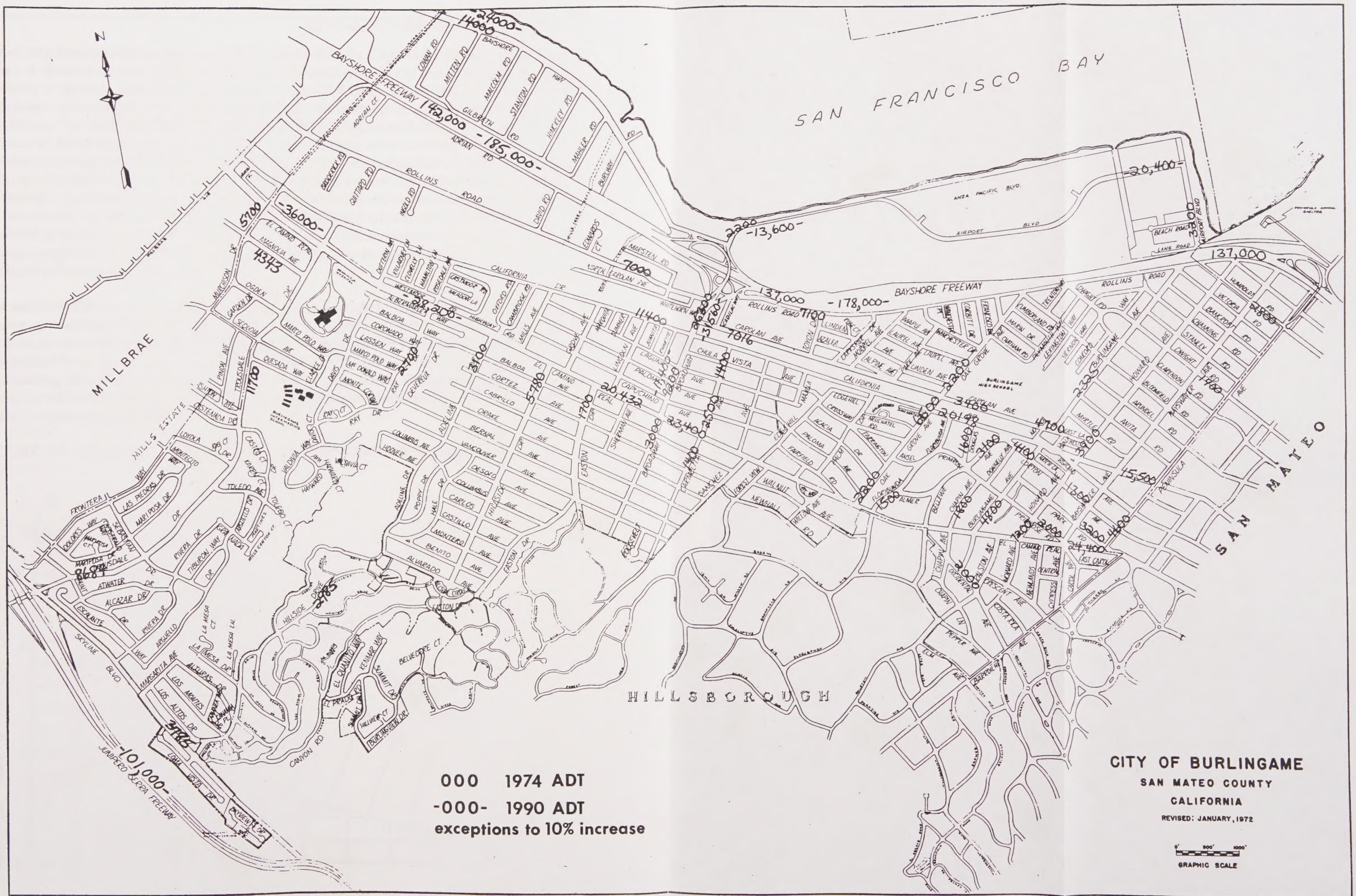
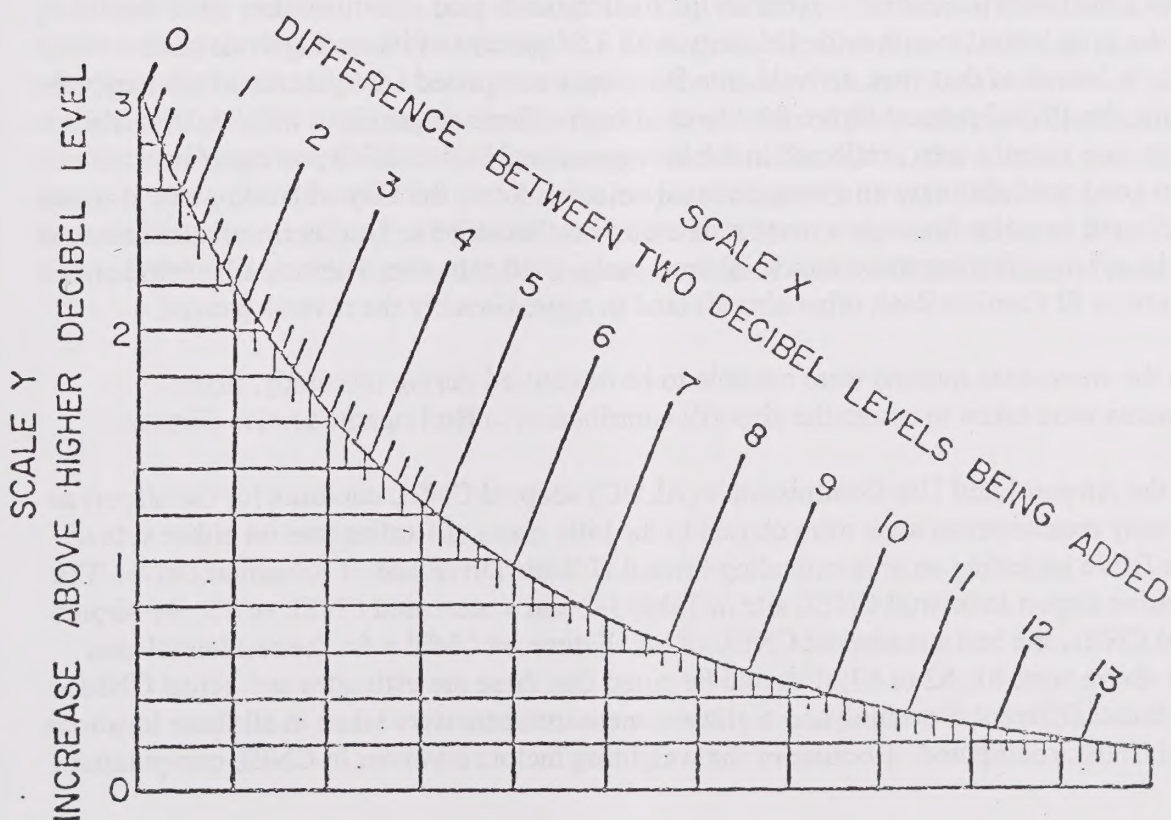


Figure 3-2.
 1974 Average Daily Traffic
 Annual: Highways and Busy Streets

Other very important characteristics of noise which affect the City's noise climate relate to the effect of distance on noise and more importantly the additive effect of two noise sources. With a doubling of distance from the source the noise level will drop from 3-6 dBA; the actual drop is dependent upon complex relationships such as those between topographic and meteorologic conditions. The additive effect of noise is important with regard to Burlingame's noise climate because of the locational aspects of its major ground transportation corridors - Bayshore Freeway, Southern Pacific Railroad, and El Camino Real. A combination of two or more noise sources will clearly yield a noisier environment than would occur if the noise sources existed separately. (Because of the logarithmic base of the decibel scale, two sounds of 50 decibels each do not combine to total 100; rather, they produce a combined noise level of 53 decibels. Combining two equal CNEL or dBA levels will always yield an increase of three decibels; combining unequal levels will add less than three decibels to the louder sound. The rule for this addition is illustrated in Figure 3-3.)

The additive effect causes noise levels to be higher than would be expected from any single source in areas where sound propagation from two noise sources reaches the land in between. Such areas occur between Bayshore Freeway and Southern Pacific Railroad as Broadway is approached from the east and west, and between California Drive and El Camino Real approaching Trousdale Avenue and, to a lesser extent, approaching Peninsula Avenue. In these areas, the additive effect becomes most pronounced where the contributing noise sources (the roads) become closer together.

FIGURE 3-3. CHART FOR COMBINING LEVELS OF UNCORRELATED SOUNDS.



Existing Airport Noise

Airport noise from San Francisco International Airport takes many forms. The airport contours shown in Figure 3-5 are the 1975 CNEL Average Annual contours from the San Francisco International Airport (SFO) Environmental Impact Assessment Report (EIAR). Because these are average annual contours, they do not reflect the worst-case airport noise which occurs in Burlingame. Even the 1974 Average Seasonal Day CNEL contours also contained in the EIAR do not represent the worst case airport noise in Burlingame. These seasonal contours were based upon runway utilization distributions during the months of May and June; the worst-case months during which Burlingame is affected by airport noise are historically October, December, January, February and March.

During these latter five months, southerly and south-westerly winds necessitate takeoff and landing patterns to shift so that aircraft arrive and depart over the City of Burlingame. The operations depart from Runway 19 and arrive on Runway 1. According to Landrum and Brown 1974 data utilized in the latest EIAR (3-2), annual departures from Runway 19 totaled 1 percent; annual arrivals onto Runway 1 totaled .33 percent. More importantly, March was the peak departure month with 7 percent of total departures from Runway 1, December and February were peak arrival months with 2 percent of total landings onto Runway 1. Applying these percentages to the arrival/departure totals for these months, it can be determined that 823 total aircraft departed from Runway 19 in March, 240 total aircraft arrived on Runway 1 in December and 207 total planes arrived on Runway 1 in February.

The percentage number of flights utilizing this runway pair during worst-case months (relative to Burlingame) fluctuates according to weather fluctuations each year. For instance, 1972 data indicates the peak arrival month to be February with 3.58 percent of its total arrivals onto Runway 1; in March of that year, arrivals onto Runway 1 comprised 1.64 percent of total arrivals. Historically, the 1974, 7 percent figure for March is high. These calculations indicate that while these worst-case months aren't reflected in the average annual impact of airport noise in Burlingame and don't show up on average annual noise contours, the City of Burlingame is more heavily affected by noise for certain months of each year than others. During these months, some aircraft take off over Burlingame's industrial area, make a left turn over Peninsula Hospital and fly south above El Camino Real; other aircraft land in approximately the reverse pattern.

Although the worst-case months were not able to be monitored during this study, many measurements were taken to assess the airport's contribution to Burlingame's noise climate.

Utilizing the Airport Land Use Commission's (ALUC) adopted CNEL contours for the airport as a guide, many measurement sites were chosen in the hilly areas of Burlingame on either side of Trousdale Drive including an area extending toward Hillside Drive east of Sebastian Drive. The representative airport industrial CNEL site in Table 3-2 had a measured CNEL of 73; the airport residential CNEL site had a measured CNEL of 68. Estimated CNELs for the residential area described above were 61, 62 or 63; it should be noted that these are estimates and actual CNELs might be found different if evening and nighttime measurements were taken at all these locations and actual CNELs computed. Because of the weighting factors involved in CNEL computation,

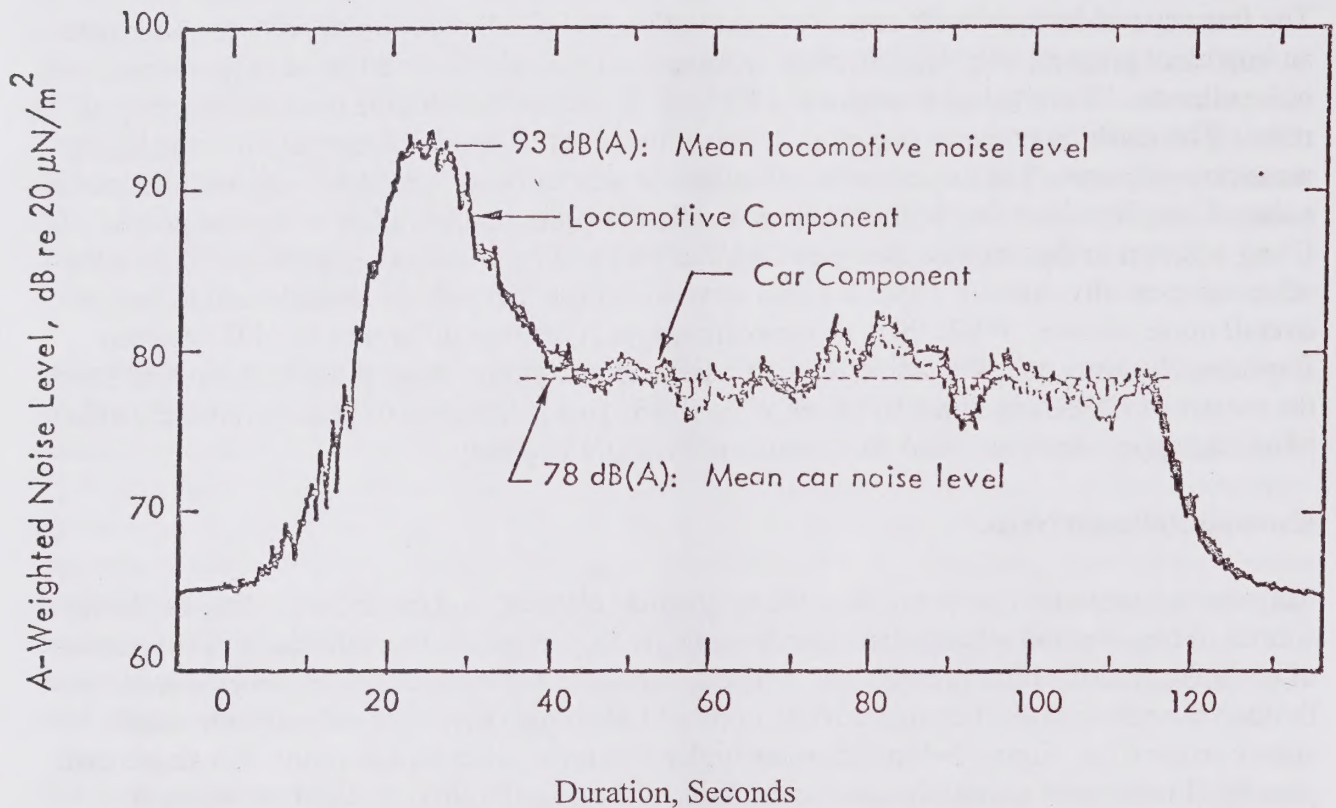
estimation utilizing representative measurement sites is only as accurate as the representativeness of the sample sites.

The freeway residential CNEL site, while not within ALUC adopted airport contours, indicates an important property of noise especially in regard to the airport's contribution to the overall noise climate. This site had a measured CNEL of 76 and it illustrates the masking property of noise. The masking property comes about when two unequal levels of noise are involved in the same noise climate. The louder noise will mask the quieter noise especially very near the louder noise. Thus, Bayshore Freeway noise is generally the major transportation noise that people living adjacent to the freeway (between Cadillac Way and Peninsula Avenue) hear. Two of the other representative sites in Table 3-2 also serve to indicate the airport's contribution to the overall noise climate. While there is approximately a 30 percent difference in ADT between Bayshore Highway and El Camino Real with Bayshore Highway being the lighter traveled street, the measured CNELs for these two sites are both 73. This indicates that the airport has the effect of adding approximately 3 dBA to this site on Bayshore Highway.

Existing Railroad Noise

Railroad transportation noise includes the mechanical clanking and rattling of rolling stock, the sounds of braking, rail wheel noise, aerodynamic friction, engine noise, whistles and the release of air brake pressure after the train has stopped. Since the Southern Pacific Railroad passes through the center of Burlingame directly north of California Drive, it is a significant noise source in the City. Figure 3-4 indicates the high noise level, short time duration of a single train pass-by. Twenty-two round trip commuter trains, eight freight trains and eight to ten small peddler or stop and start trains pass through the City each day. Because of the number of train operations occurring in each time period of a 24-hour day and because of the high noise levels propagated by each train, the noise contours on either side of the railroad tracks cover great amounts of land. For instance, the contour on the south side of the tracks contains the noise contour resulting from California Drive motor vehicle traffic; that is, the railroad operations generate more noise than do the motor vehicle operations on California Drive. During measurement number 2, taken 25 feet from California Drive on the railroad side of the street, one train passed by; two trains passed by during measurement number 22 on Carolan Avenue.

FIGURE 3-4. TYPICAL A-WEIGHTED TIME HISTORY OF A TRAIN PASS-BY (Measured at 100 Feet from Track, 32 mph at +0.6 percent grade, Tehachapi Summit.)



Combined Noise Climate

Figure 3-5 then represents the present acoustic climate in Burlingame expressed in CNEL zones. Immediately apparent is the fact that only the part of the City located away from major traffic arteries is not impacted by noise; this area is located southwest of El Camino Real in the hills above the City. Even this area is surrounded by its main traffic arteries Junipero Serra Freeway, Trousdale Drive and Hillside Drive. It should be noted that the noise impacted areas in this figure do not take into account the noise abatement or shielding effects of buildings. Because of the high noise levels in Burlingame and because it takes three rows of buildings to reduce noise levels by five dBA (CNEL is measured in dBA units) and six rows of buildings to reduce noise levels by ten dBA, this shielding effect is of little practical consequence. For instance, the residential area bounded by Cadillac, Bayshore Freeway, Peninsula Avenue and Carolan is very heavily impacted by noise from Bayshore Freeway. The fact that there are two and three story buildings along Bayshore Freeway's Frontage Road, Rollins Road, does not significantly protect the second row of dwellings from this noise impact. This first row of dwellings only causes a 3 dBA drop in the noise level because the dwellings do not form a solid wall, because there are spaces in between the dwellings. This residential area as well as those residential areas immediately adjacent other arterials in the City such as El Camino Real, California Drive,

Howard Avenue and Trousdale Drive make up the most critical land use upon which dangerous levels of noise presently impinge.

As is described in the Planning Criteria and Noise Emissions Section, the Environmental Protection Agency has determined that long-term exposure to noise levels higher than an CNEL of 70 dBA could result in a loss of hearing. This implies that the areas outside of the dwellings in the residential areas just described are critical with regard to hearing loss. EPA has also determined that 55 CNEL is the noise level which protects against activity interference and annoyance.

The second critical land use heavily impacted by present noise in the City is the Public Facilities land use including schools, parks, hospitals and other public buildings. As can be seen on Figure 3-5, only Pershing School, Hoover School, Abraham Lincoln School, Burlingame Intermediate School, Peninsula Hospital and the undeveloped Mills Canyon Park are located in areas where noise levels are below 60 CNEL. None of these schools are located in a 55 CNEL noise environment which is the level the State has indicated as compatible with educational land uses. Commercial land uses are generally within the 65 CNEL outdoor noise level planning criterion suggested in the Planning Criteria and Noise Emissions Section. Exceptions occur along California Drive, north of El Camino Real in the Trousdale Drive area and along Bayshore Highway; CNEL levels of 70 and above occur in these commercial areas of the City. All industrial land uses are within the 75 CNEL outdoor noise level planning criterion suggested in the Planning Criteria and Noise Emissions Section. All CNEL noise impacted areas are out-of-doors; interior noise levels will be 12-25 dBA lower depending on type of building construction, window type and whether windows are open or closed.

FUTURE ACOUSTIC CONDITIONS

For planning and other purposes, it is useful to have an estimate of the future noise climate. With this in mind, predicted CNEL noise impacted areas have been developed for the year 1990 and these levels are presented in Figure 3-6. These noise impacted areas have been predicted utilizing a noise propagation model; the most important input data was future traffic volumes and noise characteristics of future vehicle model year mix. Average Daily Traffic (ADT) projections used assumed a ten percent increase from present in traffic on most highways and streets; exceptions were Bayshore and Junipero Serra Freeways, Bayshore Highway, the western end of El Camino Real and Broadway which utilized higher projections developed in the San Francisco International Airport (SFO) Environmental Impact Assessment Report (EIAR), and Airport Boulevard which utilized projections performed for Burlingame by the JHK traffic consulting firm. These exceptions to the ten percent increase are indicated in Figure 3-2. Standard projections of the noise characteristics of future vehicle model year mix were utilized to account for the increasingly stringent California noise emission standards (outlined in the planning Criteria and Noise Emissions Section) and the fact that quieter vehicles will replace many of the relatively noisy vehicles on the road today. The percent of trucks on the road was assumed to remain constant.

Future Automobile, Truck and Motorcycle Noise

In the future, somewhat quieter automobiles, trucks and motorcycles are expected to replace relatively noisy motor vehicles now on the road. Largely because of this fact, noise impacted areas due to motor vehicle sources are predicted to decrease in size even though ADT will increase in the future. Because of a sizeable increase in ADT predicted for Airport Boulevard as it becomes developed, this area will encounter increased noise emanating from the boulevard onto adjacent lands. This fact is of special significance for two reasons: (i) this area is largely undeveloped at present and therefore noise attenuation measures can be required of and designed into new developments as they occur, (ii) the proposed Bayside City Park in this area is a land use upon which noise impaction is a critical factor. While a similar, somewhat larger increase in ADT might be predicted for Bayshore Highway with regard to its potential for bayside commercial developments, detailed predictions haven't been made regarding such development. The prediction utilized for this area is based upon increased traffic caused by SFO expansion. The point is that Figure 3-6 shows the noise climate along Bayshore Highway decreasing by 1990; this prediction might be greatly different if increased traffic from future waterfront commercial development was predicted in detail.

In 1990, CNEL (Figure 3.6) noise impacted areas along the majority of highways and streets in the City will decrease by approximately five dBA. Along Bayshore Freeway, Junipero Serra Freeway, California Drive, El Camino Real, Howard Avenue and Trousdale Drive, noise impacted areas decrease in size. Along other streets in the City such as Peninsula, Lorton, Park, Burlingame, Bellevue, Primrose, Carmelita, Broadway south of El Camino Real, Easton, Hillside, Adeline, Ray, Skyline, Magnolia and Murcheson, CNEL levels decrease by approximately five dBA from the 65-70 range to the 60-65 range. Areas in which noise levels are below 60 CNEL enlarge in the most areas in the City and especially in residential areas between Carolan Avenue and Bayshore Freeway.

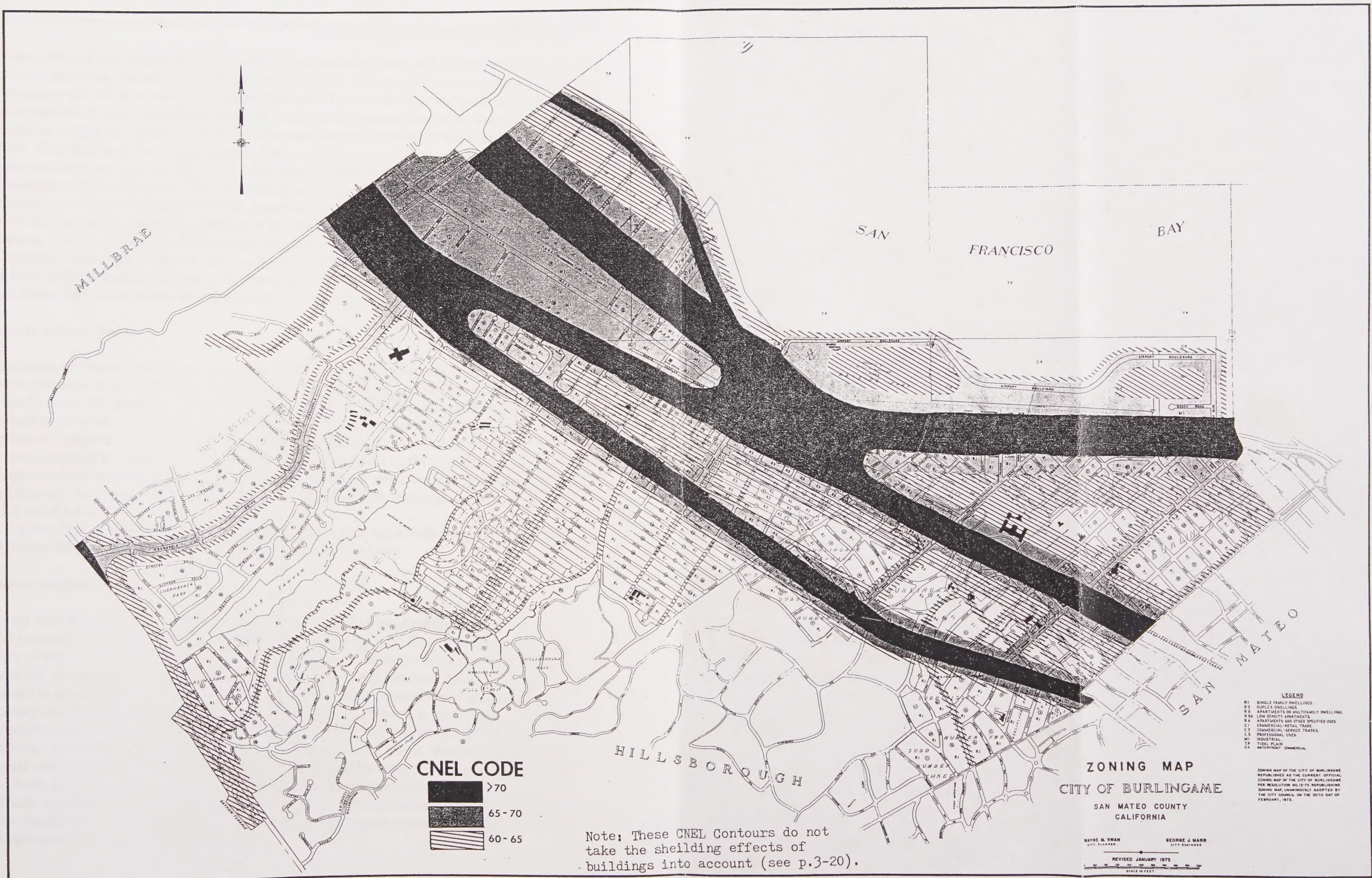


Figure 3.6.
1990 CNEL Contours

Noise intrusion into residential areas is less intense but many areas still do not meet the Planning Criteria and Noise Emissions Section planning criterion; the residential area adjacent to Bayshore Freeway is still the most severely impacted residential area in the City and parts of this area and other residential areas immediately adjacent major arterials are still seriously impacted with regard to hearing loss criteria. Public facilities land uses have an improved noise climate in 1990. City Hall, a portion of Washington Park and Cuernevaca Park now have a noise environment lower than 60 CNEL. All other schools, parks and public facilities buildings except Burlingame High School, a portion of Washington Park and McKinley School encounter noise environments approximately five CNEL lower than at present. Commercial land uses in the City meet the Section Four planning criterion of 65 CNEL except for areas adjacent to Broadway Avenue, California Avenue, old Bayshore Highway and the area north of El Camino Real near Trousdale Drive. The industrial land uses have an improved motor vehicle-caused noise climate in 1990 with the majority of land in this use at 65-70 CNEL, well below the Planning Criteria and Noise Emissions Section planning criterion of 75 CNEL.

Future Airport Noise

Prediction of future airport noise is not included on Figure 3-6. The reason for this is that one major assumption upon which the SFO EIAR prediction of future noise climate is based has recently come into question. This assumption is that all aircraft flying in 1990 (with the exception of the B-727) will have been retrofitted with noise suppressors, "quiet nacelles" or "refanned" engines in order to meet Federal Aviation Regulations - Part 36. The recent recommendation to the Federal Aviation Administration (FAA) by the President's Council on Wage and Price Stability that the retrofitting noisy jets is not worth the cost and would be unduly inflationary. In addition to this recent Notices of Proposed Rule Makings (NPRMS) from both EPA and FAA are still unresolved. Until these NPRMS (one of which involves the retrofit program) are resolved, definitive future noise predictions of airport noise cannot be made.

Future Railroad Noise

Future railroad noise is not predicted in Figure 3-6; instead, present railroad noise is indicated. The reason for this, as with future airport noise, is uncertainty with future events related to the noise source. Until BART, an upgraded Southern Pacific Railroad or some type of improved fixed-rail transit extends down the Peninsula, it is assumed that Southern Pacific will continue to operate at approximately its present level. Until some type of improvements are made on the existing system, noise will remain approximately the same. Present, at grade segments of BART propagate noise levels of 70-75 dBA at a distance of 50 feet; this would be a 20-25 dBA reduction compared- to present Southern Pacific Railroad noise levels. However, if Burlingame should receive a BART station or maintenance yard, attendant noise from motor vehicle trips to and from, the station and/or increased station or maintenance yard activity might very well increase over that noise at the present Southern Pacific Railroad station. This type of possible noise should be adequately handled by an Environmental Impact report and subsequent required mitigation measures to deal with such noise.

PLANNING CRITERIA AND NOISE EMISSION STANDARDS

In planning for a desired community noise climate, two types of consideration are important. First, due to existing noise sources which are essentially fixed (such as freeways, railroads, and airports) certain areas may be unsuitable for some types of land use. It is therefore desirable to establish criteria by which the planner may determine acceptable land uses for a given site with respect to noise compatibility. Second, limits must be placed on the noise emissions of individual sources to ensure that noise levels within any given land use remain within or are scheduled to descend to some recommended level.

Urban areas in general, and the City of Burlingame in particular (considering its proximity to the San Francisco International Airport) are often too noisy to permit economically feasible methods of reducing noise levels to theoretically optimal levels. Because of this fact, these theoretical levels, the actual noise climate, the General Plan and the wishes of the people of Burlingame (as determined by the noise questionnaire, Appendix C) were all considered prior to formulation of the noise level planning criteria presented below.

LAND USE PLANNING CRITERIA

The United States Environmental Protection Agency (EPA) has published the results of its research regarding noise levels and their effects on people. Table 4-1 summarizes the findings of this document. The three noise levels it arrives at are 70 dB for hearing loss, 55 dB for outdoor activity interference and annoyance and 45 dB for indoor activity interference and annoyance. One of the major activities involved in "activity interference and annoyance" concerns the maintenance of a noise level low enough so as not to interfere with normal human speech; other activities are sleep, reading, studying, eating, relaxing, listening to records, tapes or radio, watching television, and occupation-related activities.

TABLE 4-1
Summary of Noise Levels Identified as Requisite to Protect Public Health and Welfare with an Adequate Margin of Safety

EFFECT	LEVEL	AREA
Hearing Loss	$L_{eq}(24) < 70 \text{ dB}$	All areas
Outdoor activity interference and annoyance	$L_{dn} < 55 \text{ dB}$	Outdoors in residential areas and farms and other outdoor areas where people spend widely varying amounts of time and other places in which quiet is a basis for use.
	$L_{eq}(24) < 55 \text{ dB}$	Outdoor areas where people spend limited amounts of time, such as school yards, playgrounds, etc.
Indoor activity interference and annoyance	$L_{dn} < 45 \text{ dB}$	Indoor residential areas
	$L_{eq} < 45 \text{ dB}$	Other indoor areas with human activities such as schools, etc.

***Notes:**

$L_{eq}(24)$ represents the sound energy averaged over a 24-hour period while L_{dn} represents the L_{eq} with a 10 dB nighttime weighting. L_{dn} is approximately equal to CNEL.

The hearing loss level identified here represents annual averages of the daily level over a period of forty years. (These are energy averages, not to be confused with arithmetic averages.)

These levels are most probably unattainable in much of Burlingame. A Set of recommended levels which will provide a reasonable noise climate within the City yet not severely inhibit development have been derived. The suggested outdoor noise levels suitable to various land use categories are given in Table 4-2.

TABLE 4-2
Outdoor Noise Level Planning Criteria

MAXIMUM OUTDOOR NOISE LEVELS (dBA)	
LAND USE CATEGORIES	CNEL
Public, Quasi-Public and Residential: Schools, Hospitals, Libraries, Auditoriums, Intensively Used Parks and Playgrounds, Public Buildings, Single Family Home, Multiple Family Apartments and Condominiums, Mobile Home Parks	60
Passively-Used Open Space: Wilderness-Type Parks, Nature or Contemplation Areas of Public Parks	45
Commercial Shopping Centers, Self-Generative Business, Commercial Districts, Offices, Banks, Clinics, Hotels and Motels	65
Industrial Non-Manufacturing Industry, Transportation, Communications, Utilities, Manufacturing	75

These criteria may be invoked for the following purposes:

- a. to determine the suitability of development on lands considered as receptors to which the standards apply; and
- b. to determine the suitability of building types and proposed construction materials to be applied on the site.

With regard to indoor noise levels, noise reduction as a result of building type has been documented by the Federal Highway Administration; this information is contained in Table 4-3 below:

TABLE 4-3
Sound Level Reduction Due to Building Type and Window Condition

Building Type	Window Condition	Reduction of Noise from Outside Sources
All	Open	10 dB
Light Frame	Ordinary, sash closed	20 dB
Masonry	Single pane, closed	25 dB
Masonry	Double pane, closed	35 dB

The recently adopted State Housing Act (Administrative Code, Title 25, Article 4) requires the following of non-single family detached residential units:

- “(e) Noise Insulation from Exterior Sources
- (1) Location and Orientation. Consistent with land-use standards, residential structures located in noise critical areas, such as proximity to select system of county roads and streets (as specified in 186.4 of the State of California Streets and Highways Code), railroads, rapid transit lines, airports, or industrial areas shall be designed to prevent the intrusion of exterior noises beyond prescribed levels with all exterior doors and windows in the closed position. Proper design shall include, but shall not be limited to, orientation of the residential structure, set-backs, shielding, and sound insulation of the building itself.
 - (2) Interior Noise Levels. Interior community noise equivalent levels (CNEL) with windows closed, attributable to exterior sources shall not exceed an annual CNEL of 45 dB in any habitable room.
 - (3) Airport Noise Source. Residential structures to be located within an annual CNEL contour (as defined in Title 4, Subchapter 6, California Administrative Code) of 60 dB require an acoustical analysis showing that the structure has been designed to limit intruding noise to the prescribed allowable levels. CNEL's shall be as determined by the local jurisdiction in accordance with its local general plan.¹
 - (4) Vehicular and Industrial Noise Sources. Residential buildings or structures to be located within annual exterior community noise equivalent level contours of 60 dB adjacent to the select system of county roads and city streets (as specified in

¹It should be noted that neither the Airport Land Use Commission's (ALUC) adopted airport contours nor the latest San Francisco International Airport (SFO) Environmental Impact Assessment Report (EIAR) contours delineate the 60 CNEL line.

Section 186.4 of the State of California Streets and Highways Code), freeways, state highways, railroads, rapid transit lines and industrial noise sources shall require an acoustical analysis showing that the proposed building has been designed to limit intruding noise to the allowable interior noise levels prescribed in Section T25-1092(e) (2). Exception: Railroads where there are no nighttime (10:00 p.m. to 7:00 a.m.) railway operations and where daytime (7:00 a.m. to 10:00 p.m.) railway operations do not exceed four (4) per day.”

Since most residential structures (with windows closed and single pane glass) have the capability of reducing noise levels, from exterior sources by 20 dBA, the State’s interior standard of 45 dBA should normally be achieved when exterior levels do not exceed 65 dBA. It should also be noted that implementation of the State act requires that the precise location of the 60 dBA (CNEL) contour be known.

In certain cases where the functional use of a building is such that windows are not opened and outdoor areas are not used for any reason other than parking and walking into the building, outdoor noise levels can be ignored and indoor noise level planning criteria may be appropriate. Such building uses might include indoor auditoriums, certain public buildings, totally-enclosed shopping centers, certain self-generative business, professional offices, banks, clinics and motels without outdoor pool or park areas.

In such cases, the indoor noise level planning criterion should be 45 CNEL. The outdoor noise level planning criteria chosen assure that the 45 CNEL indoor level will be achieved by the noise attenuation of regular construction materials. Because the indoor noise level planning criteria waive the outdoor criteria, it is of utmost importance that building plans and building inspections be very detailed and extensive to assure that the indoor criterion will be achieved. Improper choice of materials and/or improper installation of such materials can make them ineffectual.

The Occupational Safety and Health Administration (OSHA) and EPA have jurisdiction over occupational noise; OSHA allows a maximum Leq of 90 dB for an eight hour day. In view of the fact that these agencies are still debating the question of adequate occupational noise levels, and since OSHA has enforcement authority over these levels, it is recommended that the City of Burlingame defer to the Federal authorities for consideration of occupational noise produced indoors.

NOISE EMISSION STANDARDS

Noise emission standards may be invoked for the following purposes:

- a. to regulate any noise source (other than aircraft and motor vehicles operating on public thoroughfares) which cause violation of the standards.
- b. to determine the suitability of land to be developed considered as a noise source with nearby properties considered as receptors to which the standards apply.

Standards for aircraft and ground transportation noise, Burlingame's two major sources of noise, have been established by State and Federal government agencies. Burlingame can enforce

ground transportation emission standards through its police department; these standards are therefore presented here. Table 4-4 presents State standards for motor vehicles operating on public roadways; Table 4-5 presents State standards for new motor vehicles at the time of sale.

Recommended noise emission standards for construction equipment operating in the City of Burlingame are listed in Table 4-6. These are to be applicable to the named source whether operated by individuals, companies, public agencies or other organizations. Enforcement of these standards are discussed in the Noise Abatement and Control Section of this element in addition to these specific standards, the following standard should be met:

No person shall be allowed to cause any noise to be emitted past his/her property line in any manner so as to create any noise which would cause the ambient L .0 noise level to be increased by more than 5 dBA. The procedure for determining if this standard is being violated is described in Appendix A in the General Appendix Document.

The CNEL noise descriptor was not chosen for this standard (i) because it is not adequate for measuring peak type annoyance noises for which this standard is designed; (ii) it requires measurements during the day, evening and nighttime periods which make it prohibitively costly in terms of enforcement. This standard, being both quantitative and measurable prevents possible errors of subjectivity involved in the enforcement of a noise ordinance.

TABLE 4.4
California State Noise Emission Standards for Motor Vehicles
(at 50 feet from center lane of travel).

Vehicle Type	< 35 mph	> 35 mph
Trucks*	88	90
Motorcycles	82	86
Automobiles	76	82

*For all trucks manufactured after 1973, and operating at 35 mph or less, the maximum level allowed for is 86 dBA.

Notes:

Trucks are defined to be: "Any motor vehicle with a manufacturer's gross vehicle weight of 6000 lbs. or more, and any combination of vehicles towed by such motor vehicles."

Motorcycles are defined to be: "Any motorcycle other than a motor driven cycle."

Automobiles are defined to be: "Any other motor vehicle and any combination of vehicles towed by such motor vehicle."

TABLE 4.5
California Noise Standards for New Motor Vehicles

CLASS	CALIFORNIA
Motorcycles Until 1.1.73 After 1.1.73 After 1.1.75 After 1.1.77	88 dBA 86 dBA 80 dBA 75 dBA
Light Vehicles Until 1.1.73 After 1.1.73 After 1.1.75 After 1.1.77	86 dBA 84 dBA 80 dBA 75 dBA
Heavy Vehicles: Until 1.1.73 After 1.1.73 After 1.1.75 After 1.1.77	(6,000 #) 88 dBA 86 dBA 83 dBA 80 dBA

TABLE 4.6
Maximum Allowable Noise Levels From Construction Equipment

EQUIPMENT	PEAK NOISE LEVEL IN dBA AT 50 FT.
Earthmoving	
front loader	75
backhoes	75
dozers	75
tractors	75
scrapers	80
graders	75
truck	75
paver	80
Materials Handling	
concrete mixer	75
concrete pump	75
crane	75
derrick	75
Stationary	
pumps	75
generators	75
compressors	75
Impact	
pile drivers	95
jackhammers	75
rock drills	80
pneumatic tools	80
Other	
saws	75
vibrator	75

NOISE ABATEMENT AND CONTROL PROGRAMS

Noise levels in Burlingame can be reduced by controlling the three factors of noise propagation: 1) the source of the noise, 2) the path the noise travels, and 3) the receptors of the noise (the people who hear the noise). The most effective method of noise control is preventing noise from being generated; all other methods of noise control limit the area affected by the noise. However, control of the noise source is often not within the realm of local government capability. Most often, local governments must concentrate on control over the path or the receptor of noise. Various programs of noise abatement and control are available. A wide range of such programs is presented here in order that they may be available for the City of Burlingame's consideration and possible implementation either now or in the future.

ADMINISTRATIVE REVIEW PROCESS

Existing administrative review processes involving environmental impact and building permits offer local governments a definite method with which to control noise paths, receptors, and to some extent, sources. There are several existing administrative processes which may be used to abate noise:

- (1) Determination of need for an Environmental Impact Report for public and private projects;
- (2) Design of scope of work for Environmental Impact Report; and
- (3) Inspection of building plans, and issuance of a building permit

Determination of Need For An Environmental Impact Report

In determining the need to produce an Environmental Impact Report (EIR) pursuant to requirements of the California Environmental Quality Act (CEQA), City staff should follow these guidelines to determine whether significant potential acoustic impacts may arise from the project. These guidelines are derivative from the noise standards, noise ordinance and the applicability of CERA to upheld local environmental standards.

Significant acoustic impact may arise whenever any of the following hold within the planning time window (usually between 2 and 20 years after construction).

Roadway Alteration or Construction:

The guidelines which follow, for determination of need for an environmental impact report in the event of roadway alteration or construction, provide a means for evaluating noise increases due to normal growth in traffic as well as those due to increased traffic attracted by a new roadway. An EIR is required:

- a. If additional average daily traffic (ADT) in excess of 20% is generated by a project over and above normal traffic growth of a roadway segment where neighboring land use is hospital, school, park, open space, residential, professional office or commercial; if additional average daily truck traffic in excess of 10% is generated adjacent to the same land uses; or if roadway operating speeds will increase by more than 10 mph adjacent to the same land uses.
- b. If additional ADT in excess of 30% is generated over any roadway segment; if additional average truck traffic in excess of 15% is generated by the project over any roadway segment; if roadway operating speeds will increase by more than 20 mph over any roadway segment.
- c. If additional or new design capacity in excess of 20% of existing ADT is generated by a project over any roadway segment whose, neighboring land use is hospital, school, park, open space, residential; if additional design capacity in excess of 30% ADT is generated by the project adjacent to any land use.
- d. If other significant roadway operations are altered such as: appreciable upward change in uphill grade (>3 sustained for linear distance of 100 meters), significant additional congestion where average speeds are already less than 20 mph, or significant altered traffic corridors of major traffic-carrying roadways (>10,000 ADT).

Residential Developments:

- a. If the development is greater than 40 dwelling units and meets one or more of the following:
 - (1) Adds more than 10 percent to ADT on one or more adjacent roadways;
 - (2) Is adjacent to a roadway of peak hour design capacity or approved planned capacity greater than 1000 vehicle/hour;
 - (3) If the development has inter-unit walls (e.g. apartments, townhouses, condominiums).
- b. If the development is greater than 80 dwelling units.

Hospitals and Schools:

If the development provides for more than 100 new or additional beds or enrollment positions and either the facility adds more than 10 percent to the ADT on one or more adjacent roadways or is adjacent to a roadway of peak hour design capacity greater than 1000 vehicles/hour.

Professional Office and Commercial:

If the development adds more than 10,000 square feet of leaseable commercial or professional office space and adds more than 10 percent to the ADT on one or more roadways or is adjacent to a roadway of peak hour design capacity greater than 1000 vehicles/hour.

Construction Activity:

If the development requires construction activity for more than 30 elapsed days using any combination of sources of noise listed in Table 4-6.

Recreational or Sports Facilities:

If the development could generate peak arrivals or departures of more than 1000 vehicles/hour.

Other:

If the development introduces a new source of stationary noise or otherwise induces increased traffic levels, railroad activity, or loudspeaker use such that the noise climate for residential, hospital, school, park, commercial, professional or open space use may be materially modified.

Design of Scope of Work for Environmental Impact Report

If a project has been determined to require an environmental impact report by having met exactly one of the conditions specified in the Determination of Need for an Environmental Impact Report, the environmental impact report shall include the following tasks:

Level 1 - Acoustic Analysis:

- a. Measure existing noise levels for at least two distinct sites appropriate to the time of day of sensitive activities for the nearby receptor land uses (Including the project site itself).
- b. Predict future noise using a noise propagation model for the most noise sensitive times of day for each land use, and for build and no-build futures. The prediction shall consider topography, building locations, diffraction effects, microclimate, traffic conditions (including vehicle volume, speed, and mix), and combinations of noise sources. Two future years shall be considered; 2 and 20 years after construction.
- c. Derive mitigating measures for abating and reducing noise, including a consideration of ways of altering traffic volumes, other traffic operating characteristics, zoning, and a consideration of the use of noise barriers. In this sense the proposed project must be considered both as a noise receptor and a noise producer.

If the project has been determined to require an environmental impact report by having met two or more of the conditions specified in the Determination of Need for an Environmental Impact Report, or if one condition is met with any traffic volume more than twice the threshold traffic volume specified, then the following tasks shall be included in the environmental impact report:

Level 2 - Acoustic Analysis:

- a. Measure noise levels for at least five distinct locations appropriate to the time of day of noise sensitive activities for the nearby receptor land uses (including the project site itself).
- b. Predict future noise using a noise propagation model for the most noise sensitive times of day for each land use, and for build and no-build futures. The prediction shall consider topography, building locations, diffraction effects, microclimate, traffic conditions (including vehicle volume, speed and mix) and combinations of noise sources. Two future years shall be considered; 2 and 20 years after construction.
- c. Derive mitigating measures for abating and reducing noise, including a consideration of ways of altering traffic volumes, other traffic operating characteristics, zoning, and a consideration of the use of noise barriers. In this sense the proposed project must be considered both as a noise receptor and a noise producer. Consider project alternatives specifically to mitigate acoustic impacts. Consider trade-offs of noise, air quality, traffic, water quality and other impacts in these mitigating actions and project alternatives.

Implementation of the California State Uniform Building Code Acoustical Clearances

As an integral part of the building permit system, the following procedure is recommended for implementation by the city staff initiation of the program requires the city to appoint a member of the city staff to administer the acoustical review process which could include review of the noise elements of the Environmental Impact Statement. Hereafter, the term "city staff" is used to denote such an administrator. One of his functions is also to determine one or more companies qualified to perform acoustical analyses until such time as the city may have field measurement equipment, trained field personnel, and an operational noise propagation model.

Step 1: Review for Adequacy of Data:

The city staff will review plans for proposed buildings which are subject to the provisions of the State Code, to insure adequate data has been submitted for an acoustical analysis to be performed. The data submitted must contain:

- a. Name, address and telephone number of project architect.
- b. Project location and plan of final grading, including description and location of any noise abatement structures.
- c. Plan view of entire project structure, showing distance from each perimeter wall to the property line.
- d. Plans of each wall showing the height of each door and window with respect to final grade.

- e. Cross sections of walls and roof; additional cross sections for windows and doors and their connections to the rest of the structure.
- f. Description of construction and insulation materials for all exterior walls, roof, doors, and window.
- g. All acoustical data (or citations thereto) of which the applicant is aware concerning the acoustical characteristics of the vicinity of the proposed development or special characteristics of the proposed building materials. This data should specifically include the location of the 60 CNEL contour as required by State law (see Land Use Planning Criteria Section).

Step 2: Acoustical Analysis:

After the city staff reviews the initial project description, and the above data, written notice will be given to the applicant indicating (i) areas of insufficient data or (ii) a statement that data needs are adequate and a list of approved acoustical consultants from whom the applicant may obtain services. Note that two future noise forecast years are required. The acoustical analysis must be rendered for representative dwellings along each project boundary to assure that traffic or other external sources which vary around the development perimeter are addressed. The acoustical analyst will certify compliance of plans with the State Code, or alternatively, lack of compliance, with recommended abatement measures.

AIRCRAFT NOISE

Aircraft noise emanating both from overhead and ground operations is an important noise consideration in Burlingame. The principal practical methods available to the City for abatement of such noise are related to indoor levels. Considering the outdoor life style prevalent in California, this method of noise abatement is not totally satisfactory; control over the source is therefore another alternative method for consideration in abating aircraft noise. Since control over aircraft as a noise source is pre-empted by the Federal Aviation Administration (FAA) and the Environmental Protection Agency (EPA), the City of Burlingame's ability to influence aircraft noise levels is largely limited to technical, legal and political interfaces with San Francisco Airport, the FAA and the EPA.

A 1973 EPA report, required by the 1974 Federal Noise Control Act, for aircraft and airport noise problems concluded that it appears that existing FAA flight and operational controls do not adequately protect the public health and welfare from aircraft noise. Since this report, EPA and FAA have been working together on various measures to assure that aircraft noise is abated or controlled in a timely manner. It should be noted that the final decision to modify or adopt new regulations for the control of aviation noise is the responsibility of FAA. It is recommended that Burlingame act in a technical review capacity to insure that (i) airport monitoring sites are in the most meaningful locations to report the exposure of Burlingame residents to aircraft noise and (ii) aircraft noise abatement is taking place as quickly as feasible and on schedule with stated goals and those levels required by law.

Airport Noise Surveillance Program

It is recommended that the City of Burlingame require its staff or a noise consultant to independently assess the noise climate on an annual basis and especially during the January-February storm, weather season based on the San Francisco Airport's required noise monitoring data. Utilizing the assessment of 1975 airport noise climate in Burlingame (presented in the Existing and Projected Acoustical Conditions Section), the annual assessment would give a technical appraisal of progress toward reduced levels of airport noise. This assessment should include (i) determining the locational suitability of the SFO Airport noise monitoring system; (ii) assessing the validity of noise measurements taken at this system's locations in Burlingame; and (iii) analyzing the thoroughness of data reduction in particular to insure meteorological factors affecting atmospheric noise propagation.

It is recommended that the City would assign a staff member or consultant the task of keeping abreast of all airport activities relevant to the City of Burlingame's noise climate. This person would be in contact with the City and County of San Francisco Airport's Commission, the County of San Mateo Airport Land Use Commission, the San Francisco International Airport, the Federal Aviation Administration, the Environmental Protection Agency, the Association of Bay Area Governments and other Bay Area cities surrounding and impacted by the airport.

This person should bring matters of import to the Planning Commission and City Council in order that these bodies might consider policy statements, recommendations etc. to be sent to various governmental organizations for various reasons.

Litigation

The City Attorney for Burlingame should also keep abreast of airport-related litigation in the State and in the Country. The tracking activity described above could aid the City Attorney in keeping abreast of litigation, and also might suggest possible avenues of action by the City of Burlingame with respect to various governmental agencies connected with the airport. The results of the noise consultant's annual monitoring of aircraft noise may constitute grounds for litigation.

All of the above recommendations for staff participation in aircraft noise related activity could be (at the City's discretion) combined with tasks of a Noise Enforcement Officer also responsible for enforcement of other aspects of the noise element.

SURFACE TRANSPORTATION NOISE

There are many possible noise control and abatement programs to deal with surface transportation noise. The administrative review process covered above is one method of dealing with such noise; other methods will be outlined below.

Truck Routes

Since trucks are generally the noisiest vehicles on the road, establishment and strict enforcement of truck routes in the City could serve to lower noise levels in noise sensitive areas. It must be realized that such enforced truck routes will cause increases in noise on the subject streets and hardship for truck drivers with tight time schedules. For this reason, existing somewhat out-of-date truck routes should be reassessed with both truck freight time schedules and noise sensitive areas taken into account. After such consideration, truck routes may be redesignated with educational campaign and leniency period set up after which strict enforcement should take place. After a period of one to three months, a review should be undertaken and modifications in the truck routes made to alleviate unforeseen problems.

Vehicle Remission Standard Enforcement

The enforcement of vehicle noise emission standards presented in the Planning Criteria and Noise Emissions Standards Section can help to reduce the number of illegally loud vehicles operating on Burlingame streets. This would require assignment of one police officer (part or full-time); this person would need to be trained to use at least a small inexpensive noise meter (less than \$500) which the City would purchase. For instance, the City of Palo Alto has had great success with such a program. Such a police enforcement officer might also respond to noise complaints not involving vehicles. Such complaints as barking dogs or loud music might be found to be illegally noisy depending upon which noise standards are finally agreed upon for inclusion in a City Noise Ordinance. Alternatively the City might rely on consulting support for measurement and technical assistance to reduce the time and training demands on a police officer.

Rerouting Traffic/Neighborhood Traffic Plans

A study of traffic rerouting schemes could be employed to adjust the noise climate (via traffic routes) to the City's wishes. Neighborhood traffic plans utilizing such techniques as traffic diverters and dead end streets might be employed to assure that through traffic does not utilize short-cuts through residential areas. The City of Berkeley has recently adopted a citywide traffic plan aimed at forcing through traffic onto major arterials. Such a plan should take into account the potential increases in noise due to such a shift as well as the decreases.

Encourage Quiet Transit

Encouragement and actual implementation of mass transit and carpool systems (buses or BART type systems) has potential in terms of decreasing the number of noise-producing vehicles on the road. Progress on these systems may be limited by available capital and coordination with other agencies.

Municipal Vehicle Noise Control

The City should set a good example, especially prior to any educational campaign, by making sure that all municipal vehicles are as quiet as possible. This is especially true of City vehicles operating at noise-sensitive hours such as street-sweepers.

Reduce Roadway Speeds

By reducing the speed of traffic flow, there will generally be a reduction of the sound levels, emanating from those roadways. Selective enforcement along problem roads, possibly by the same enforcement person as discussed above in the Surface Transportation Noise Section, could be of great value.

Noise Barriers

In the event that a noise standard is exceeded, various mitigating and abatement measures are available for implementation. These involve various levels of expense and effectiveness. A list of possible abatement measures appears in Table 5-1. Some of the more practical measures are discussed in more detail in Appendix A of the General Plan Appendix Volume. It should be noted that some of the measures in Table 5-1 may be cost prohibitive; others may not provide the effectiveness required. Each particular noise problem will need to be dealt with individually by a competent acoustical analysis firm in order for the suitable method to be chosen. In addition, most abatement measures, such as barriers and insulation need to be custom designed to meet the individual needs (in terms of effectiveness) of the problem. Aesthetic, urban design considerations must be kept foremost in mind with regard to acoustical barriers; there are many examples of poorly designed walls in the Bay Area.

TABLE 5.1
Insulation and Abatement Measures (in order of approximately increasing effectiveness)

Landscaping
Acoustical Barriers*
Precast-Concrete Panel Wall
Poured in Place Concrete Wall
Cor-Ten Steel Wall
Block Wall (Without air gaps)
Aluminum Wall
Wood Wall
Earth Berm
Insulation of Noise Receptor
Insulation of Noise Source
Relocation of Noise Receptor
Relocation of Noise Source

*Source: Noise Barrier Design Report, Washington State Department of Highways: May, 1974.

UPDATING THE NOISE ELEMENT

The Noise Element should be updated to account for current traffic levels, land uses, and source characteristics whenever any of the following occur:

- (1) The entire General Plan is updated.
- (2) Major traffic additions or rearrangements exist compared to the base year of 1975.
- (3) Major new industrial sources are introduced.
- (4) Major rail traffic increases are made.
- (5) 1980 is reached or a population of 35,000.

At that time, the data base should be assessed, new forecasts made, the ordinance reviewed and planning procedures updated.

NOISE ORDINANCE AND CONTROL OF OTHER NOISE SOURCES

Various noise ordinances have been reviewed. The model ordinance developed by the League of California Cities appears to be the best approach for the City of Burlingame. Any final noise ordinance enacted by the City should address other noise sources such as barking dogs, loud music and parties, maintenance operations carried out by the City, etc. Provisions for the control of such noise sources are contained in the League of California Cities Model Ordinance. Enforcement of any noise ordinance will require that a city staff person be assigned as a noise enforcement officer at least part-time. Allocation of staff time to such an enforcement program will depend upon the City's overall resources. The City may wish to adopt a noise ordinance which covers only those noise sources considered most annoying to the Burlingame populace; such a selective noise ordinance would serve to focus staff time in those areas where it is most needed.

IMPLEMENTATION: POLICIES, GOALS AND PROGRAMS

The following goals, policies and implementation programs are recommended for adoption by the City of Burlingame based upon results of a recent Noise Questionnaire (described in Appendix C) as well as a knowledge of present and future acoustic conditions throughout the City, an understanding of present land use, and consideration of the General Plan.

DECLARATION OF POLICY

The City of Burlingame declares a policy of excluding and prohibiting all annoying, excessive and unnecessary noises from all sources which are subject to its regulatory, administrative and police powers. The City takes notice that for certain intensity levels, noise is detrimental to the health, welfare and enjoyment of the citizenry as well as detrimental to the quality of the environment. The City takes special notice that it is the penetration of unwanted sound from sources not controllable by an individual household that deserve the highest priority in order to insure each person's right to peaceful surroundings.

POLICY GOALS

The policy goals of city-wide noise control are to:

- N(A): Preserve peaceful noise conditions in the City where they do exist.
- N(B): Reduce annoying levels of noise for existing situations; aircraft, motor vehicle and domestic animal noise were identified by a Noise Questionnaire to be the most annoying at present.
- N(C): Achieve a peaceful acoustic environment in portions of the city to be developed.
- N(D): Consider use of existing city and inter-governmental processes to accomplish noise control.
- N(E): Arrive at resultant implementation programs which are consistent with State and Federal guidelines and which are (i) legally valid, (ii) not unduly costly, and (iii) do not impose undue hardship upon residential property owners and community business interests.
- N(F): Foster in the citizens of all segments of the City an assurance that their concerns with unwanted sound levels are of importance to the City, and publicize the existence of avenues by which these problems can be quantified and mitigated.

IMPLEMENTATION OF PROGRAMS

There are many possible implementation programs which the City could employ to improve the acoustic conditions within its boundaries; a wide range of such programs is presented in the

Noise Abatement and Controls Section. The following programs are recommended by Earth Metric for the City of Burlingame considering the City's noise climate, General Plan and citizen interests. The highest priority programs are discussed first including a discussion of potential problems with their implementation.

N(1) Consider Adoption of Administrative Review Process

The specific content of this program is outlined in detail in the Administrative Review Process Section under Noise Abatement and Controls. It involves two basic processes already established in the City: the environmental impact review process and the building permit plan check and inspection process. Regarding the environmental review process, very specific guidelines are given in the Administrative Review Process Section under Determination of Need for an EIR and Design of Scope of Work for an EIR which will aid the Planning Department in (i) its determination of the need for an environmental impact report with regard to noise impacts of certain projects, and (ii) the design of the scope of work for environmental impact reports assessing various types and magnitudes of acoustic impact. Regarding the building plan check, permit and inspection process, the Implementation of the California State Uniform Building Code Acoustical Clearance title under the Administrative Review Process Section outlines specifically (i) the type of acoustic data which should be required of all proposed buildings which are subject to the provisions of the State Uniform Building Code (the State Housing Act specifically requires that the precise location of 60 CNEL line be determined)² and (ii) the contents of the required acoustic analysis to be performed by acoustic consultants or a staff member trained in acoustic analysis.

This recommended administrative review process can be built upon the City's existing process with more specific guidelines and procedures relating to acoustic impacts of proposed projects and buildings. The City may require a conditional use permit if proposed projects, buildings, subdivision maps, tentative parcel maps or recordings do not meet the outdoor noise level planning criteria in Table 4-2. It may require more time on the part of city staff especially during its initial phase-in period. Depending upon the amount of follow-up time available in the Building Department, an acoustic check could be added to the existing building inspection process. This would require a short course for building inspectors in order that they might become familiar with inspection techniques used to assure that the proper type of acoustic materials have been installed and that they have indeed been installed properly. Improper installation of insulation materials can render them useless. Problems for the City with the administrative review process would probably center around staff time constraints and small processing problems expected during the first few months.

N(2) Airport Noise Surveillance Program

The airport noise surveillance program is discussed in detail in the Aircraft Noise Section of Noise Abatement and Control. It is recommended that this program be instituted for a period of two to three years. Each year, airport noise would be monitored during the storm weather season

²The City of Burlingame should request both ALUC and SPO to identify the 60 CNEL line in order that State Housing Act provisions relating to airport noise might be enforced in the City.

to obtain a running record of the worst-case noise (relative to Burlingame) caused by that source. The monitoring program would consist of approximately 20-25 measurements per year; some 24 hour measurements might be necessary.

Depending upon the outcome or trends monitored by such a survey, subsequent action by the City could take many different courses. The Planning Commission and/or City Council could address letters to various organizations responsible in one way or another for the control of airport noise; these organizations are listed in Aircraft Noise Section. One good application of these yearly surveys would be to use them as a check to see that the San Mateo County Airport Land Use Commission adopted CNEL contours are correct and up-to-date relative to Burlingame; these adopted contours should tend to overestimate rather than underestimate the areas exposed to airport noise. The fact that Burlingame has such an on-going airport surveillance program should, in itself, assure responsible noise monitoring by other governmental agencies.

N(3) Consider Vehicle Noise Emission Standards Enforcement

The vehicle emission standards enforcement program is presented in the Surface Transportation Noise Section under Noise Abatement and Control. The recommended program would work in the following way; during one week per month for a period of three to four months, one police officer and one noise consultant (with noise monitoring equipment) would work together. This team would choose and set up the monitoring equipment on a suitable street. The street chosen should have enough traffic to provide a good sample of vehicles but not so much traffic as to prevent or seriously hamper the police officer from stopping and citing illegal vehicles. As vehicles pass by, the noise consultant would tell the police officer which of them violated the standard; the police officer would then stop and cite the identified vehicles.

This program is recommended for many reasons. It helps to ease the Police Department personnel into the rather technical noise field instead of having them thrust into it immediately by being responsible for the operation of newly-acquired noise monitoring equipment. The Police Department personnel can slowly become accustomed to the noise equipment and terminology while being initially responsible for stopping and citing illegally-noisy vehicles. In addition, the City in general, and the Police Department in particular can slowly gain a working knowledge of this type of enforcement program and the minor problems involved. One possible problem the City should be aware of is related to citizen reaction; even though over 70 percent of the people responding to the Noise Questionnaire advocated limited to strong control for automobiles, trucks and motorcycles, there may be some adverse citizen reaction to such a vehicle noise emission enforcement program, especially from those people cited for violation. There are many positive reactions which could also occur; one illegally-loud vehicle can annoy many people. This program could be specifically focused at trucks and/or motorcycles; these vehicle classes are the noisiest on the road and citizens surveyed were highly in favor of strong control over them.

N(4) Consider Municipal Vehicle and Maintenance Operations Noise Control

This program is recommended in order that the City set a good example, of noise abatement by assuring that all city operated vehicles conform to the standards listed in Tables 4-4, 4-5 and 4-6.

In addition to this, the City should make a concerted effort to assure that all of its maintenance operations such as street repaving, tree trimming, sewer and park maintenance are constructed in the quietest manner possible and avoid noise-sensitive hours (evening and nighttime) whenever possible. This probably should not require significant extra staff time but will require constant attention and possible financial outlay for modification of noisy equipment.

N(5) Educational Campaign

It is recommended that consideration be given to an educational campaign to describe to the citizenry of Burlingame their noise climate and what they can do to change it. One or a series of small pamphlets and bumper stickers could be designed to educate the public about the major contributors to the noise problem, the major methods of dealing with noise and the small things which every citizen can do to help lower the noise climate of the City and Bay Area in general. Such pamphlets could be consumer-oriented, advising citizens who to insulate, where to get a better vehicle muffler and how much they should pay for these various items. Such pamphlets could be sent out with utility bills and passed out to churches and libraries.

N(6) Consider Adoption of Noise Ordinance

After review of several noise ordinances including one from the airport noise impacted City of Inglewood, the League of California Cities Model Noise Ordinance was chosen as best for Burlingame. It is a general noise annoyance ordinance which has provisions covering miscellaneous noise sources such as loud amplified equipment and fans; two sources covered, of special interest to Burlingame, relate to animals and fowl, and train horns and whistles. The ordinance should be studied in detail with deletions made according to the wishes of the City. For instance, the animal and fowl section might be deleted until San Francisco's Experience is monitored and analyzed as mentioned below in the domestic animals program.

N(7) Updating of the Noise Element

The noise element should be updated to account for current traffic levels, land uses, and source characteristics whenever any of the following occur: the entire General Plan is updated; major traffic additions or rearrangements exist compared to the base year of 1975; major new industrial sources are introduced; major rail traffic increases are made; or 1980 is reached or a population of 35,000. At that time, the data base should be assessed, new forecasts made, the ordinance reviewed and planning procedures updated.

N(8) Bayshore Freeway Noise Attenuation Study

The City should consider a study regarding the costs and effectiveness of construction of a noise barrier, or the insulation of existing houses, and apartments along Bayshore Boulevard from Cadillac Way on the north to Peninsula Avenue to the south; noise barriers and insulation are discussed in the Surface Transportation Noise Section under the title of Noise Barriers, and Part A of Appendix 8. Bayshore Freeway along this length causes very great noise impacts to be imposed upon the residential area. Immediately adjacent to Bayshore Boulevard and the

Freeway; this is the residential area in Burlingame impacted most by noise as can be seen on the maps in the Existing and Projected Acoustic Conditions..

A detailed acoustic analysis would be required to ascertain whether or not an effective noise barrier wall could be designed or effective insulation materials installed in existing dwelling units along this section of Bayshore Freeway(US 101). Topography, height of existing and future housing along Bayshore Boulevard, the great numbers of vehicles which utilize Bayshore Freeway daily, the great percentage of trucks which use the freeway and many other factors must be studied in detail in order to assess the effectiveness and proper design of such a wall. A wall might also act to protect this residential area from air pollution. As most land along Rollins Road in this area is already developed with two story apartment buildings, noise insulation of the existing structures would seem to be the most effective way of protecting these dwellings from the noise; this is especially true of the second story apartments which will not be protected by a one story wall. Insulation for noise would also act as insulation from cold in the winter and heat in the summer.

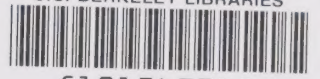
With regard to Bayshore Freeway in general, local legislators, city officials and city staff should utilize their influence to urge Caltrans to improve existing freeway design (including interchanges) in Burlingame. Freeway noise contours and actual measurement sites contained in this Element define the extent of those noise problems along, Bayshore Freeway

N(9) Domestic Animal Noise

A program or ordinance relating to domestic animal noise is not recommended at this time. Presently, the City of San Francisco is instituting such a program; their program operates as follows. A dog barking or whining for a period of ten minutes is considered a nuisance and a citizen witnessing such an occurrence can register a complaint with the Police Department. An officer is then sent out to bear witness to the same occurrence and to see that the dog is not barking or whining for good reason (i.e. burglar). If it is found to be a nuisance, a citation (carrying approximately \$15 -\$500 fine) can be issued to the dog's owner. An amendment currently pending would allow the police officer to issue a citation without himself bearing witness if a total of two complaints are received from two separate nearby residences.

Considerable adverse citizen reaction is very possible with the institution of such a program. One complaint encountered in San Francisco is that citizens do not want police services allocated to this type of enforcement. It is recommended that Burlingame defer institution of such a program until further results of San Francisco's experience can be monitored and evaluated.

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